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The National Municipal Review

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NEWS for League Members

Council Okays Constitution Changes

At its all-day meeting May 7, at the Waldorf-Astoria Hotel in New York, the Council approved a revision of the League's 22-year-old constitution. The revision prepared by the Survey Committee under the chairmanship of Cecil Morgan will be submitted to the membership for final action at the annual meeting in Kansas City. The document will be printed in the REVIEW at least 30 days before the meeting.

The Council also established a standing Advisory Committee on Program and Policy, adopted most of the recommendations of the Survey Committee "as a general policy guide for officers, committees and staff" and took steps that may lead to a permanent home for the League.

The Survey Committee's report as amended and adopted by the Council is available to League members on request. It reviews and generally endorses most of the McLean "appraisal" submitted to the Council last November and makes various recommendations to facilitate more active participation by Council members and others. The purposes of the new Advisory Committee on Program and Policy, described by Mr. Morgan as "the key recommendation of the Survey Committee," are set forth in the report.

The Building Committee reported that a five-story house described by an architectural firm as "ideal for the purpose of national headquarters for your organization" has been offered to the League on generous terms. The Council authorized the Executive Committee to investigate the financing problem and to acquire the building if it proves feasible.

Listen to "Citizens at Work" — NBC Radio Network

June 6, Kansas City, Mo. • June 13, Brookfield, Ill.
June 20, New Orleans • June 27, Roanoke, Va.

At the League's spring Council meeting in the Waldorf-Astoria Hotel, New York, are, left to right around the table: Arthur W. Bromage, George S. Van Schaick, Mrs. Albert D. Cash, William H. Bulkeley, Bayard H. Faulkner, John Bebout, Cecil Morgan, William Collins, Alfred Willoughby, President George H. Gallup, Richard S. Childs, Carl H. Pforzheimer, Murray Seasongood, Thomas R. Reid, H. Bruce Palmer, Mark S. Matthews, Henry Bruère, John S. Linen and Allen H. Seed, Jr. Arnold Frye, who attended the afternoon session, not in picture.

Representatives of the League meeting with eleven experts at the Hotel Statler, New York, to discuss a possible model state planning law.

Model State Planning Law Discussed

Eleven authorities on state and local planning problems have recommended that the League take the lead in developing model state planning legislation. Meeting at the Hotel Statler in New York on April 17, by League invitation, the group reviewed inadequacies in existing state laws and programs and stressed the importance of strengthening them as one way to help solve metropolitan area problems.

Carl Feiss, of the Housing and Home Finance Agency, said the proposed 1954 housing act would make $5,000,000 available to stimulate local and metropolitan area planning. Members of the group agreed on the desirability of a preliminary model, designed especially to facilitate effective distribution and use of this federal aid, for consideration in 1955 legislatures.

Also attending the meeting were Eric Carlson, *The American City* magazine; Charlton Chute, Pennsylvania Economy League, Southeastern Division; Henry Fagin, Regional Plan Association, New York; Victor Jones, Wesleyan University; Franklin A. Lindsay, The Ford Foundation; Joseph E. McLean, Princeton University; Hugh Pomeroy, planning director, Westchester County, New York; William L. C. Wheaton, University of Pennsylvania; Edward Wilkens, Rutgers University; and Coleman Woodbury, author and consultant of South Kent, Connecticut.

Alfred Willoughby, executive director; John Bebout, assistant director; John Keith, senior associate, and William Cassella, Jr., Staff Fellow, represented the League.

Conference Leaders

Mayor William Kemp of Kansas City, Missouri, and Governors Edward F. Arn of Kansas and Phil M. Donnelly of Missouri have accepted honorary chairmanships of the local arrangements committee for the 60th National Conference on Government in Kansas City, November 7-10.

League Receives Freedoms Foundation Award

Richard S. Childs, chairman of the executive committee, received the George Washington Honor Medal of Freedoms Foundation on behalf of the National Municipal League on April 27 at a ceremony held at Columbia University's Casa Italiana.

The medal, presented to the League for its annual All-America Cities contest, was given by Dr. Kenneth D. Wells, president of Freedoms Foundation, and Rev. Theodore M. Hesburgh, president of the University of Notre Dame.

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Editorial Comment

Opportunity Appears in Strange Disguise

CIVIL defense is undoubtedly one of the most unloved babies ever deposited on the American doorstep. Yet, like most new babies, it bears great promise for the future if only it is taken up and cherished.

This is why "Planning for Civil Defense," by Dr. Joseph E. McLean, appears on page 278 of this issue of the REVIEW. Dr. McLean's article will be followed later by the printing of excerpts from the reports of *Project East River,* the civil defense study with which Dr. McLean's article deals.

The sober yet imaginative findings of this cooperative study of the possibility and the requirements of a meaningful civil defense in the atomic era have been outrageously neglected by many public authorities and almost completely ignored by citizens generally.

There can be no doubt that Americans are worried about the forces that scientific knowledge has unlocked. Too much of this worry expresses itself in political unreason and in mutual recriminations. Too little of it has been channelled into the hard but much more rewarding business of working together to control these forces and to protect ourselves against their most destructive potentialities. Project East River demonstrates that civil defense, conceived on an adequate scale and carried out with determination, can make a major contribution not only to the common defense but also to the general welfare.

As Dr. McLean points out, "reduction of target vulnerability is an essential function of civil defense." To put it another way, effective civil defense as ordinarily thought of depends upon and must include a national program designed to reduce the concentration and therefore the attractiveness and vulnerability as targets of the industrial and population centers that have become characteristic features of the American scene.

Nobody seriously proposes that our big cities and metropolitan areas be suddenly broken up and scattered across the face of the land. Actually what is proposed is an intelligently planned decentralization which would accelerate and give sound direction to trends already discernible.

Writing of measures recommended for industrial defense, William J. Platt, chairman of industrial planning research at the Stanford Research Institute, remarked that most of them "make good sense apart from the risk of enemy attack. Many of the actions constitute preparedness for natural disasters such as tornadoes, earthquakes, floods or fires. Dispersion will contribute to national welfare by cutting down congestion, and its toll in blighted areas and in traffic accidents. Other actions, such as alternates for key jobs and alternative suppliers, are sound management practice."[1]

---

[1] *Industrial Defense: A Community Approach.* By William J. Platt. Chicago 37, University of Chicago Press, *Bulletin of the Atomic Scientists,* September 1953. 4 pages.

The same observation could be made regarding the way in which the project deals with city planning and zoning. In general, as Dr. McLean points out, the application of standards such as those proposed by Project East River for reducing vulnerability "would result not only in a stronger national defense but in more viable communities as well."

It is high time that local, state and national officials and citizens who care about the future well-being, not to mention the very existence, of American communities took a good and friendly look at the civil defense baby that the scientists have left at the door.

Again and again the report points out that civil defense requires a combination of individual and community responsibility, intergovernmental cooperation and federal leadership. It also makes clear that lessening of urban vulnerability depends absolutely upon a very substantial strengthening of the provisions for and acceptance of state and metropolitan planning. Specifically, the project recommends "the establishment and the financing of metropolitan area planning commissions for each metropolitan area," each commission to "prepare land use plans in cooperation with municipal authority."

What all this really means is that civil defense simply makes more urgent the kind of far-sighted collaboration between citizens and all their governments that is essential to the sound functioning of our system whether in peace or at war. Thus, civil defense adds a new and compelling reason for doing better and more expeditiously what we should be doing anyway to demonstrate the capacity of the American way for self-improvement in a changing world.

The central problem of Project East River was to show what can be done to reduce the task of civil defense to manageable proportions. This is of great psychological as well as administrative importance, because the national allergy to civil defense is largely the result of a deep-seated suspicion that there is really nothing effective that can be done about it.

The Project arrives at the hopeful conclusion that the problem can be reduced to size. Paradoxically, however, this can be achieved only by bolder action to improve the military defenses of the continent and accelerate the deconcentration of people and industry. When citizens and officials are ready to face up squarely to these imperatives, they will be ready to take civil defense in general much more seriously.

That some progress in this direction is being made is indicated by the note on the defense plan of the Rock County, Wisconsin, board of supervisors at page 300 of this issue of the REVIEW.

Planning for Civil Defense

Hydrogen, atomic, other weapons add urgency to search for plan of concerted action among levels of government.

By JOSEPH E. McLEAN*

PROJECT EAST RIVER, a government-sponsored study of civil defense, completed its ten-volume report during the summer and fall of 1952.[1]

While segments of the East River report were in the publication process, a dramatic footnote—Operation Ivy—was being written in the far Pacific with the explosion of the hydrogen device that destroyed Elugelab Island at Eniwetok, November 1, 1952.

The recent release of information, including a televised film of Operation Ivy, has brought to millions of Americans an awareness of the awesome threat posed by atomic and hydrogen bombs. At the same time, Operation Ivy has heightened the significance both of the East River findings and of the laborious and often thankless job being performed by the Federal Civil Defense Administration and by state and local civil defense agencies and personnel.

Project East River was sponsored by the Federal Civil Defense Administration, National Security Resources Board and Department of Defense to evaluate and recommend nonmilitary measures that would assist: (1) the FCDA in discharging its responsibilities for preparing to minimize the effects of attack by atomic, biological, chemical or other weapons on the population and industry of the United States; (2) the NSRB in discharging its responsibilities of advising the president concerning the strategic location of industries, services, government and economic activities, the continuous operation of which is essential to the nation's security; and (3) the Department of Defense in collaborating with FCDA and NSRB in discharging their responsibilities. The project was undertaken by Associated Universities, Inc., with Otto L. Nelson, Jr., as director.[2]

*Dr. McLean, professor of politics and public affairs at the Woodrow Wilson School of Public and International Affairs, was consultant to Project East River. The views expressed in this article are his own, however, and are not intended to represent those of the project.

[1]All but two volumes (Parts III and IV) were released in January of 1953. The titles of the various parts of the final report give some indication of their scope and nature: I: *General Report;* II: *Measures to Make Civil Defense Manageable;* II-A: *Military Measures Precedent to a Manageable Civil Defense;* II-B: *Federal Leadership to Reduce Urban Vulnerability;* III: *The Destructive Threat of Atomic Weapons;* IV: *Civil Defense Aspects of Biological, Chemical and Radiological Warfare;* V: *Reduction of Urban Vulnerability;* VI: *Disaster Services and Operations;* VII: *Warning and Communications for Civil Defense;* VIII: *Civil Defense Health and Welfare;* IX: *Information and Training for Civil Defense;* X: *Selected References for Civil Defense.*

[2]The cooperative nature of the undertaking is indicated in several ways: Associated Universities is a cooperative enterprise of nine universities; there were three sponsoring agencies of the federal government; the project staff was recruited from industry, government, the universities and other sources; and, in the course of the study, the staff consulted with federal, state and local government officials and with representatives of many private firms and agencies.

"The ten-volume report of Project East River might well have been entitled, *Survival in an Atomic Age.* In this report are possible answers to such vital, if implicitly raised, questions as: To what extent is America's 'glass jaw' showing? Can defensive measures be developed to cope with new and terrifying unconventional weapons? Can the teamwork of government, science and industry that produced the atom bomb produce effective countermeasures? Can a free people organize and discipline themselves, on both an individual and collective basis, to avoid paralysis by fear, defeat through despair and the fatal inaction and indecision induced by apathy? Is the problem of civil defense inherently unmanageable?"[3]

In its answers, Project East River evidenced a cautious optimism with respect to our capabilities. Its basic thesis is that the complex civil defense task is manageable, provided it is divided into well defined parts and responsibility for each part is assigned to a competent organization with a "stipulated standard of performance." Development of a manageable and effective civil defense organization depends particularly upon: (1) Improvements in the military defenses of continental United States and (2) initiation of a national program for reduction of vulnerability.

The Atomic Age

As improvements are effected in these two major areas, the civil defense task should increasingly be brought within manageable limits. Project East River concluded that it was feasible to build a military defense of such a character as to prevent a "saturation attack." In the second area, PER recommended a program for the reduction of urban vulnerability, to be initiated by federal leadership under which federal funds would be spent only when certain standards relating to vulnerability were met.

The problems that gave rise to Project East River have not diminished in importance in the past year. The world continues to shrink; every farm, village, town and metropolis is open to possible enemy attack; and it is difficult to measure the deterrent influence of our "new look" military policy based in large part upon our stockpile of nuclear weapons and the threat of "massive retaliation." Will the threat of retaliation lose much of its force as a deterrent whenever the U.S. stockpile of nuclear weapons is *effectively* matched by the enemy's stockpile?

The basic conclusions of East River retain validity despite the H-bomb. In the event of attack, the "major item in the enemy's arsenal of weapons would undoubtedly be one or several types of nuclear devices. As to the number and types chosen, the answer would probably adhere to the rough formula that a million deaths require an expenditure of approximately a thousand kilotons of TNT or its equivalent. . . . Fusion or so-called hydrogen bombs will not change the situation markedly. One may recall[4] that the

[3]Joseph E. McLean, "Project East River—Survival in the Atomic Age," *Bulletin of the Atomic Scientists,* September 1953, page 247. This entire issue is devoted to "Project East River—The Strategy of Civil Defense."

[4]U. S. Government Printing Office, *The Effects of Atomic Weapons,* June, 1950.

detonation of a nuclear bomb at an optimum height above the target area produces an over-killing from the ground-zero out to some distance, which varies roughly as the cube root of the bomb blast and, from that distance on, the number of casualties and the physical damage decrease to a negligible amount. An extrapolation of these known effects to greater bomb energies and a test against the principal U.S. cities lead to the conclusion that few cities merit the attention of a fusion bomb."[5]

Aside from the threat of nuclear devices, there are the weapons of biological and chemical warfare whose effects are not competitive with those of nuclear bombs. These exotic forms of warfare provide a means of attacking our food supplies (of animal and vegetable origin); along with incendiary attacks on our forest areas, they directly involve rural America. The defense against these forms of warfare involves our federal and local agricultural experts, forest rangers, public health specialists and others who have vital peacetime responsibilities.

Along with weapons, one must consider weapon carriers. An obvious means of delivering nuclear bombs is the long-range strategic bomber. More than a year ago, the late General Vandenberg stated that the Soviet air force then numbered many hundreds of B-29-type long-range bombers "capable of carrying atomic bombs from the growing Soviet stockpile on one-way flights to targets anywhere in the United States."[6] Whether the attack should come from bombers or from some form of rockets or guided missiles launched from submarines, it is important to remember that a perimeter zone—a few hundred miles in depth—contains a majority of our concentrations of population and industry. True, intercontinental missiles would, of course, increase the threat and almost undoubtedly reduce the amount of early warning that could be given to civil defense.

Should the enemy attack without warning and in the absence of adequate civil defense, the consequences would be devastating. For example, Project East River made casualty estimates for attacks with nuclear weapons. "One estimate involved a nighttime raid without warning or other civil defense preparation; the result, death for 50 per cent of the population within the city limits of each target area. Thus, a hundred bombs dropped on the hundred most populous cities would result in an estimated 19,347,000 deaths."[7]

Manageable Civil Defense

If such casualty estimates are used as fear techniques in a campaign to stimulate public interest in civil defense, the result will probably be failure. A more positive campaign based upon adequate information and a realistic approach to a manageable civil defense is more likely to succeed.

Project East River has largely advanced the cause of the latter. Its approach particularly emphasized the feasibility of relevant military measures and a program to reduce vulnerability. With respect to the

[5]See McLean, *loc. cit.*, page 248.
[6]*Flying*, March 1953.
[7]See McLean, *loc. cit.*, page 249.

former, the measures concerned the military effort to turn back, stop or reduce the force of the enemy attack, as well as the military role in the provision of warning and advisory information to the civil defense organization and, hence, to the public.

Military capabilities in this regard are, of course, dependent upon technological advances: "Up to two years ago no one was willing to say that an effective defense could be made, for no one knew how to do it. But, early in 1951, scientists close to military problems began to realize that a series of technological break-throughs had occurred that might make a defense reasonable and possible."[8] If the frontier of our warning system is pushed out far enough to provide early warning, a true defense in depth becomes possible.

In the second major area—that of reducing vulnerability—Project East River emphasized the need for the application of defense standards of construction, spacing and density, particularly in our metropolitan areas.[9] Actually, the application of the PER or comparable standards would result not only in a stronger national defense but in more viable communities as well. The elimination of slums, for example, is a legitimate peacetime goal; if, at the same time, both reduction of congestion and provision of open areas (which may serve as fire breaks) can be attained, then the values to national defense are an added return on the normal investment.

The PER proposals do not offer a "quickie" solution to urban problems. Indeed, the annual gains to be derived from the application of the proposed standards would be relatively small. Over the long pull, however, the cumulative effect would be substantial: "The total physical structure of this country's major cities increased about 25 per cent in size during the past decade, a net addition to our urban structure of 2.5 per cent per year. . . . Had we begun in 1946 to build according to defense standards, we should already have gained substantial protection for three million people living in the central cities of our largest metropolitan areas. . . . The application of defense standards to new building only during a ten-year period could have reduced urban vulnerability by approximately 20 per cent."[10] The injection of some elements of planning and control—for defense purposes—should serve both defense and healthier peacetime living.

Leadership, however, is necessary to overcome the natural inertia of individuals and institutions toward the changes required by any program for the reduction of vulnerability. The federal government is in a position to exercise much of that leadership

[8]Lloyd V. Berkner, address to the Minnesota World Affairs Center, September 29, 1952.

[9]See Donald Monson, "City Planning in Project East River," in *Bulletin of the Atomic Scientists,* September, 1953, page 265. Mr. Monson analyzed the Project East River volumes, specifically: Part II-B, *Federal Leadership to Reduce Urban Vulnerability;* sections 1, 2, 3, of part V, *Reduction of Urban Vulnerability;* and Appendix V-B to Part V, *Minimum Density and Spacing Requirements for Metropolitan Dispersion; Forces Making for Concentration in the Cores of Metropolitan Areas.*

[10]PER, Part II-B, page 4.

should it choose to use the leverage that it has through its own direct construction activities and through its financial, credit and contract policies, especially those affecting highways, housing, urban redevelopment, and the location of defense industry. If the federal government were to apply defense standards to its own activities, its example would encourage private institutions and individuals to pursue a similar course.

Basic Principles and Concepts

Although space does not permit adequate discussion, it seems desirable to list some of the basic principles and concepts that were formulated by Project East River as long-term guides and as a framework upon which an adequate civil defense can be built:

1. Civil defense must be a permanent partner in national defense.
2. Civil defense must be organized and operated on the principle that existing agencies and facilities should be used to the greatest extent possible.
3. Civil defense must be accomplished, in the main, as an extension of the normal duties of various officials at all levels of government, assisted by volunteers and volunteer organizations.
4. Civil defense functions must be clearly defined and responsibility for each function precisely assigned.
5. Dual use of equipment and facilities for civil defense should be encouraged to the maximum practical degree.
6. All areas of the United States are not of equal vulnerability to the several elements of the threat, and civil defense programs must be adjusted to the requirements of the individual area.
7. Reduction of target vulnerability is an essential function of civil defense.
8. The civil defense program must place first reliance on the efforts of the individual and of the community to increase chances of survival, to minimize damage, and to recover as quickly as possible in the eventuality of an enemy attack.

Civil Defense Organization

Since civil defense is so complex and involves all layers of government, it is inevitable that its organization should be an additional problem in federalism. There is a necessary and desirable emphasis in civil defense upon the roles played by governmental agencies and professional employees who have normal responsibilities with a civil defense potential. A variety of professionals should play vital roles in civil defense—firemen, policemen, public health doctors, highway engineers, school teachers, county agents and what-not. These same fraternities of specialists have already been playing a vital role in the development of a functional federalism that has cut across the traditional layer-cake concept of our federal system.

Some individuals have approached the problem of civil defense organization from the points of view of "normal federalism"—whether that would mean "states' rights," "municipal home rule," or national centralization. Many—regardless of argument—have held the implicit assumption that, when the chips were really down, the army would have to take over. Project East River rejected this last assumption and explicitly concluded that a *civilian* civil defense is the preferable solution. Military con-

trol would offer no magic solution; indeed, the military might well be diverted from its primary missions if a civilian civil defense were lacking.

Some Recommendations

Although it is not possible to review here all organizational issues involved in civil defense, a few of PER's recommendations[11] may be suggestive:

> The federal civil defense regional director should be prepared to provide additional support when the situation is beyond the capacity of state and local governments;
>
> The placing of unreasonable burdens upon state governments [should] be avoided;
>
> The officials of fifteen top priority urban target areas [should] be permitted to consult and plan with both federal, regional and state civil defense officials;
>
> The establishment in the Federal Civil Defense Administration of an office or division of urban defense.

Many organizational suggestions assumed that civil defense should be based upon the existing and traditional ways of government under our federal system. This pattern, however, "has serious limitations; it is not suitable for saturation attacks; it is best adapted to cope with small scattered attacks."[12] The greater the potential emergency, the greater is the need for large-scale realistic planning and probably the greater is the need for national leadership on a command basis.

The Federal Civil Defense Administration and many state and local government officials have recognized the values of the East River report. Yet, Congress has not been persuaded to appropriate any significant funds; and many state and local governing bodies are reluctant to plunge into large-scale civil defense programs. East River is at least partially responsible, however, for the assignment to FCDA of responsibility for the handling of peacetime disasters. In the military defense field, some progress is reported on the pushing out of our frontier of early warning, and the H-bomb revelations have stimulated thinking in favor of tactical dispersal (or evacuation) of urban populations as opposed to a large shelter program.

Many of the discussions of East River and much of the hesitation and indecision reflect basic issues in our government and society. For many years, the student and the lay citizen have moved from one dilemma to another in their approaches to the problems of federalism; metropolitan areas; urban underrepresentation in state legislatures; housing, slum clearance and urban redevelopment; new tax sources; and many others. These "normally insoluble" problems have been raised anew by the imperatives of civil defense.

The inertia and resistance to change are evident in a recent New York *Times* article dealing with resolutions proposed for discussion at the U.S. Chamber of Commerce's annual meeting. Some of the resolutions related to measures that might be necessary for national defense in an atomic age. One, for example, regarding the location of industry, provided that "in certain instances vital

(Continued on page 322)

[11] PER, Part I—*General Report*, Section 3, *Organization*, page 31.

[12] *Ibid.*, page 21.

Councilman Learns His Job

Serving on councils is a headache, says novice politician, but worth it if our local governments are to be preserved.

By M. NELSON McGEARY*

YOU won't be worth much on the town council for the first two years. It will take you that long to learn the job."

Such was one comment offered to the writer when he won a council seat in the municipal election of 1951 and began practicing what for years he had been preaching.

Having now weathered half the four-year term, I can only feel that the warning was a distinct understatement; over two years have gone by but the amount still to be learned far outweighs the knowledge accumulated to date.

Within such a period, however, one does gain at least some impressions of how representative democracy works in the community. Some of my conclusions, even though only those of a freshman, are reported for what they may be worth.

Ours is a small town. Of 20,000 residents, somewhat more than half are college students without a vote and without any tax-paying responsibilities. They have little direct interest in what happens in the city government—unless a parking ticket or similar annoyance brings them briefly to city hall. Realistically, the elected council has about 9,500 constituents—men, women and children—in permanent residence.

The following observations on the job of a councilman are neither startling nor world-shaking, but they are fully supported by one man's experience:

1. One of the most difficult tasks of a councilman is trying to determine the public's real opinion on a controversial issue. A few people clearly reveal where they stand but the multitude is quiet. Last year the great debate in our town concerned a proposed public airport. Some citizens were vehemently for it. Others didn't want to spend the money. Still others objected to the possible noise or, frightened by the series of plane crashes in Elizabeth, New Jersey, stressed the safety angle. At least three petitions on the subject were circulated, and two of them were signed by sizable groups.

On several occasions, however, when my phone would ring in the evening, a citizen would quietly apologize for having signed a particular petition—"I really don't care much one way or the other." When one man wrote a lengthy letter to be published in the local newspaper and I mentioned to him that we were pleased to know exactly how he felt, he stunned us by explaining that his letter to the editor did not express his "real feelings." It is logical to suppose that a legislator in Washington, or in the state capital, or in a large city will often find it hard to

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gauge opinion. I was surprised to find that the same is so true in a small town.

2. A councilman has to learn to roll with the punches. Punches are as inevitable for the councilman as are "boos" for a baseball umpire. There's no question that all councils make some mistakes for which they deserve censure. But it's the snap criticism, from persons who are willing to form judgments on the basis of only a little evidence, that the councilman must learn to absorb and still maintain his resiliency.

Criticism Inevitable

Presumably in every municipality, as in ours, there are some citizens who start with the premise that anyone willing to run for council is a species of pillager—maybe not a bad one—but at least he's a man with some sort of axe to grind and will, when he finds an opportunity, maneuver things to his own advantage. Sometimes, of course, this suspicion is justified. If it's generally true, we might as well give up democracy as a bad job. Fortunately, it isn't so.

A councilman must cover himself with thick padding in order to withstand the unfailing darts, but at the same time must not so insulate himself that he becomes insensitive to constructive criticism and to useful opinions and suggestions. Perhaps it is one sign of a good councilman if his conscience forces him occasionally to lie awake at night pondering the comments of a disgruntled citizen.

All this to the contrary, however, I have not found "unfair" criticism so powerful as to justify a man's refusing to run for a council seat. When I started to serve I was steeled for the worst. I knew that on certain issues I would make some people mad whichever way I voted. That has happened and I haven't enjoyed a few of the things which have been said and which, of course, I thought were unjustified. But the striking thing, frankly, has not been the censure, but rather the surprising number of words of encouragement and sympathy for the "dirty job you've taken on." Other councilmen, I think, share with me the conviction that, if you work hard at being scrupulously fair, the citizens will be fair with you.

3. The burgess (or mayor) in our borough has few executive duties; textbooks would call him a weak mayor. To fill the gap, we employ a manager. A person needs to sit on a council only a short while to realize the downright value of having some such executive to carry out the policies that council decides upon. Members of small-town councils have their regular full-time jobs. Council work is an extra task for which we receive no pay. The time which all of us give to council is considerable but, if we had to make up the budget, do all the necessary negotiating, keep contact with state and even federal agencies, and perform the host of other duties that a manager handles, the councilman's job would seem, at least to me, to be overwhelming.

If every voter could have the experience of serving for a period of months as a non-paid part-time councilman, the opposition to the manager plan in such municipalities would crumble.

4. A councilman must take a good many things on faith. He can't be

an expert in all the matters with which he has to deal. So, wisely, his judgment is guided by experts. The shade-tree expert says that extensive trimming will help preserve the trees, so the councilman votes more funds for the purpose than he had hoped would be necessary. But the trouble begins when the experts can't agree. Our town is suffering today as a result of mistakes made, for example, by "expert" engineers in the past. At the present time council is taking steps leading toward the construction of a new sewage disposal plant. Some of the best experts disagree markedly on what can and should be done. Who's right?

Along this same line of thinking, councilmen have to be wary of original estimates of the costs of big projects. One hears many current complaints from United States congressmen that, let us say, a dam is authorized by them on the assumption that it will cost so much, but before it is finished the expenses have soared. Washington has no monopoly on low original estimates. A realistic councilman does well to blow them up for purposes of his own calculating.

Public Relations

5. One of the most perplexing problems of a council is to let the people know what it is doing and why. To a considerable extent this is the job of the manager, but council must help. Talks before citizen groups and on the radio are worthwhile, but such activities may take more time than councilmen can or are willing to spare. Our council has not managed to institute a radio program, but we do discuss local problems before clubs and other groups.

Most information on the doings of council reaches the people through the local newspaper. Our experience with the press, which has been happy, has proved to us that no secrets should be kept from it. We make special efforts, in fact, to give the press a complete picture. Although all council meetings are open to the public, there are a few extraordinary occasions when we feel the need to spend a little time in executive session for purposes of discussion. When we do so, the press is invited to sit with us. Only in this way can the reporter have the full background of a problem which is facing us. If, as on rare occasions, material must be off the record, the paper scrupulously cooperates.

I do not mean to imply that a newspaper should always be on council's side. Ours isn't. And sometimes an editorial will slap us. But because the editor has full information on our problems, and does not have to rely on rumor or gossip, the reporting of our city affairs has been unbelievably accurate and fair. Maybe we are merely lucky but I have an idea that our gold-fish-bowl tactic with the press is a wise one.

Of course, accurate as the information may be in the paper, many people won't read it. That's discouraging to both us and the editor, but there's not much that council can do about it.

6. I often think how much easier it must be to vote for higher taxes, or bigger outlays, in Congress than in a local council. In Congress, the representative is only one of 531 legislators and he is relatively far

removed from the voters; hardly anybody will blame him personally for higher taxes. Congress as a whole will be hissed at, but not one man. In our situation, on the other hand, the councilman is one of only seven persons, and a few of his friends or neighbors are in the council hall when he casts his vote. Every time he goes to a drug store or the post office he runs into people who are keenly aware that *he* is responsible for the increased tax rate. People in a community seem to be more disturbed about a local one-mill boost in property taxes (average of $2 a year per home) than a 10 per cent national income hike.

Restraining Force

As a matter of fact, it's a mighty healthy atmosphere in a local area; a legislator should find a tax increase a bitter medicine to be taken only when there is dire necessity. The close contact between councilmen and the persons being governed is a valuable restraining force and is a potent argument for the retention of strong local government. Much of the value is lost, however, if the reluctance of local councils to increase taxes and expenditures simply means a shifting of functions to state or nation where restraints are less compelling.

7. Our community is not divided into wards. Members of council are elected at large. For a small community this arrangement seems wise. Compared to some of our neighboring municipalities, where wards are used, we seem to have fewer disputes marked by geographical lines. And our councilmen definitely tend to think of the community as a whole rather than of one particular sector.

8. It seems to be the part of wisdom for a councilman not to take a position too quickly on a major issue. All the arguments for and against a particular proposal may not be apparent in the first one or two discussions. Light thrown on the subject in later debate may change the color of the picture considerably. No important issue is completely black or completely white.

It is not meant here to encourage a member of council who seeks delays merely to avoid making up his mind. But a councilman seems to command respect, and may save himself considerable embarrassment, if he takes a definite position only after all the facts are in.

These random thoughts may be valid for only one town. But different communities, like different television sets, although vastly dissimilar in outward appearances, show striking likenesses within the "cabinets." A generalization that applies to one city may apply equally well to another.

At least one conclusion probably would be uncontested: serving on council is a headache. But democracy is based on the supposition that some citizens will be willing to endure headaches. Actually the travail is not unbearable. And sometimes, for brief periods, it is forgotten—believe it or not—in the knowledge that some little service is being offered.

If the reader agrees with the writer that local government needs to be preserved, aren't the headaches worth it?

Nomination by Money Deposit

Michigan, only state where this method is used, finds it fails to keep plethora of hopeless candidates off ballot.

By HAROLD M. DORR*

OTHER English-speaking nations do not use the type of nominating petition generally in vogue in the United States but permit candidates to get on official ballots by depositing a sum of money returnable if the candidate gets a certain percentage of the vote.

The *Model City Charter* of the National Municipal League, however, has provided such procedure since 1941, but the only experience in this country has been in Michigan, especially in connection with the long ballot of Detroit.

The filing of a money deposit as a method of qualifying for a place in primary elections was introduced to Michigan office-seekers 22 years ago. Early experiences with the deposit system have been reviewed.[1] The latest article summarized the legislative history and experiences with the money deposit through 1947.

The money deposit was inaugurated in Michigan in 1931 by two separate legislative enactments. The first, an act of the state legislature, authorized the deposit as an alternative method for qualifying for a place on the primary ballot for all county and state legislative offices in Wayne County. The second, an amendment to the Detroit city charter, extended the optional deposit plan to the city's municipal primaries.

In 1935 the basic laws were amended to abolish the nominating petition and to make the money deposit mandatory in these jurisdictions. The mandatory features have been retained under the charter, but the 1935 amendment to the state law was declared unconstitutional. Subsequently, in 1947, the state legislature extended the optional money deposit to all county offices in the state's 83 counties and to seats in both houses of the state legislature in those counties entitled to elect one or more representatives or senators. The privilege was not extended to candidates seeking legislative positions in districts created by combining two or more counties.[2]

Undoubtedly many factors contribute to the flood of office-seekers, and there are no reasons to conclude that these factors continue to hold the same relative significance over the years. Certainly the ease or the difficulty of qualifying is but one of these factors. When confined within reasonable limits, it may not be a

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[1]"Tightening the Direct Primary," by Harold M. Dorr, *American Political Science Review,* June 1936, pages 512-522, and February 1937, pages 58-65. See also, "Candidates Won't Stay Out," by Harold M. Dorr, NATIONAL MUNICIPAL REVIEW, May 1949, pages 224-229.

[2]As currently apportioned, candidates seeking nomination to 20 House seats and to 21 Senate seats must file nominating petitions.

significant one. A review of the evidence demonstrates that the money deposit plan, in either its optional or mandatory form, has not been a deterrent to ambitious office-seekers. On the other hand, there is reason to believe that the deposit plan, especially in urban areas, actually gives encouragement to publicity seekers and other nuisance candidates.

Many Candidates in Detroit

An earlier study of Detroit municipal primaries reported an average of 4.3 candidates for each council seat during the effective period of the optional law—1931-1935. Over the ensuing fifteen years, under the mandatory law, the average number of candidates increased to 7.5, with an average of 10.6 candidates in the last reported primary, 1947. In the two subsequent primaries, 1949 and 1951, the pressure of office-seeking was not abated. A new peak for a regular primary was reached in 1949 when an average of 11.7 candidates qualified for each council position. In the 1951 primary the average dropped to 7.9. But in a special primary, held in February 1953 to fill one vacancy, 29 persons deposited $100 each to see their names in print. Twenty-six of these were required, for lack of popular support, to forfeit their deposits. Of the 176 council candidates standing in the primaries of 1949 and 1951, 110, well over 60 per cent, likewise forfeited.

Optimism among candidates is overpowering, or else the fear of forfeiture is not an effective deterrent. Election statistics support the political prognosticators who with regularity select the top winning candidates. A knowledge of the rapid decline in vote popularity after the first five or six places have been filled encourages the flood of unknown and unacceptable office-seekers.

In 1951 the last candidate nominated polled less than 20 per cent of the votes recorded for the most popular candidate. The weakest candidate, in a list of 71, polled less than 10 per cent of the vote given the eighteenth. This is similar to the voting pattern of the 1949 primary. The 105th, the last, candidate polled less than 6 per cent of the vote of the last candidate to be nominated and only 1.03 per cent of the vote cast for the leading candidate. Other fancied advantages may have prompted these defeated candidates to file. All but the most stupid and politically naive must have known at the time of filing that defeat and forfeiture were certain.

Deposit investment policies of candidates for the office of mayor, clerk and treasurer are equally baffling. The results of the primary contests for mayor, in 1949 and 1951, confirmed the predictions of political observers: Cobo over Edwards in 1949, and Cobo over the field by a wide margin in 1951, with Branigin the second nominee. The two candidates nominated in these primaries polled 78 and 89 per cent of the total vote. Not one of the fifteen defeated candidates garnered sufficient support—50 per cent of the vote cast for the last candidate nominated—to save his deposit. Moreover, only one of the defeated candidates, a former mayor, was conceded an outside chance of winning nomination or of salvaging his deposit.

The primary returns in the contests for clerk and treasurer were of the same pattern. In 1949 the two candidates nominated for treasurer polled between them 80 per cent of the total vote. Fifty-three per cent was cast for the leading candidate. The fifteen defeated candidates forfeited their deposits. The incumbents, treasurer and clerk, were renominated in 1951 by majorities of approximately 75 and 80 per cent, respectively. With the remainder of the vote somewhat equally divided among the nine defeated candidates, only one deposit was forfeited.

Money No Object

Whatever factors encourage long lists of candidates to seek nomination to public office, the chances of winning and the fear of loss of money investment appear in many cases to be insignificant. Some, it is known, are honestly seeking eventual election to public office. They anticipate years of campaigning and numerous disappointments. It is known, also, that the $100 deposit required to qualify a "James Kenyon Jones" by a candidate whose leading opponent is "James Kennedy Jones" can be a good political investment. Other types of nuisance candidates can be identified.

But what about the average candidate? Is the deposit widely regarded as an investment in status, respectability and standing in the community, or do many believe "political lightning" will strike? How many are entitled to honest hopes? There is only enough evidence to raise the questions. It is reported that a defeated candidate—one who polled less than one-half of one per cent of the total vote—appeared to request a retabulation to assure him that he had been defeated, that there was no mistake!

The optional deposit plan permits Wayne County candidates for county offices and seats in the state legislature to file traditional nominating petitions or to make the money deposits. In present circumstances, especially in metropolitan areas, "petition-pushing" requires a financial sacrifice in excess of the money deposit. Its value in these areas as a campaigning device is questionable. Yet, among the arguments mustered against the mandatory deposit plan in the mid-'30s were those inherent in the cries "undemocratic" and "class legislation."

The courts restored the nominating petition by eliminating the mandatory provisions of the law. Even so, in the past two primaries, candidates in Wayne County have favored the deposit plan. Of a total of 795 candidates, 498—approximately two-thirds—qualified by making money deposits. Just short of 50 per cent of all deposits were forfeited. In the off-years—1949, 1951 and 1953—primaries were held to nominate candidates for the Wayne County Board of Auditors and to offices which may have become vacant. In the three years the ballots carried the names of 78 candidates, 53 of whom made deposits. Forty-one deposits were forfeited. Obviously candidates with $100 bills are numerous, and contributions to the general fund are generous.

The pattern outstate is different. The differences in part may be attributed to more discriminating notions

of the value of a dollar and a persistent belief in the merits of the nominating petition as a campaigning device. As reported earlier, the first outstate opportunities for deposit filing, 1948, attracted relatively few candidates. The returns for the two subsequent primaries, 1950 and 1952, indicate some increase in popularity of the deposit plan, yet outstate candidates risking cash are far outnumbered by those for whom petitions are circulated. The deposit plan has been almost completely disregarded by the strictly rural sections and the "back counties" of the state.

Few Money Deposits Outstate

In the 1950 primary elections only 47 of the reported 1,626 candidates for county offices qualified by making money deposits. In the outstate legislative districts to which the optional deposit plan had been extended, six of every seven candidates filed nominating petitions. In a total of 62 deposit-paying candidates there were only four forfeitures in 1950.

In the most recent primary, 1952, 1,448 candidates for county offices were reported to have qualified in the 82 outstate counties. Sixty-eight of these candidates, confined to eighteen counties, made deposits. All the counties in which deposits were made are located south of a line across the state, usually designated as the Muskegon–Bay City line. Forty-seven of the deposit-paying candidates were seeking office in mixed economy counties, i.e., agricultural counties, with major industries or housing industrial workers. Of the 21 candidates making deposits in predominantly agricultural counties, seven were from Montcalm County. The explanation for this atypical situation throws some light on the attitude of outstate candidates. In this county all candidates were running for reelection and faced no contests within their own or the opposition parties. The alleged campaigning merits of "petition-pushing" were inconsequential and forfeitures were impossible.

The optional deposit plan is available to candidates seeking election to the lower house of the state legislature in 31 outstate counties electing a total of 53 members, and in three such counties electing a total of four senators. In the most recent primary election at least one candidate for the Senate qualified under the deposit plan in each of these three counties, two in Genesee.

Of the 172 candidates for house seats in the 31 counties, 29 made deposits in ten counties. In the remaining 21 counties, all 95 candidates filed nominating petitions. This evidence does not necessarily support a thesis of increasing popularity for the deposit. Eleven of the 29 deposits were made in Genesee County (Flint). In one county the incumbent, a candidate for reelection, had no opposition, and for candidates making deposits in two other counties there were no primary contests. With one exception—one candidate for a house seat in Marquette County—all candidates seeking legislative seats north of the Muskegon-Bay City line qualified by filing signature petitions.

It has been suggested that outstate candidates place a higher value on cash in hand, are therefore unwilling to risk the deposit, and have

great faith in the campaign merits of signature solicitation. The recent primary elections lend credence to these claims. The rural-minded candidates, on the whole, filed nominating petitions or made deposits only in shrewdly calculated situations. Not one deposit was forfeited in a strictly agricultural county. There were thirteen outstate forfeitures; ten of these were in Genesee County. In the 1951 and 1952 primaries, 94 per cent of all forfeitures were in Wayne County.

Tentative Conclusions

In spite of 22 years of use in Michigan, the money deposit as a method of qualifying for a place on the primary ballot is still in its experimental stages. The evidence to date is inconclusive and will not support broad conclusions of potential merit or wide acceptance. Some tentative conclusion may, however, be stated. The plan, in either its mandatory or optional form, has caused no diminution in the numbers of candidates. In fact, there are reasons to believe that the ease of qualifying through the depositing of a relatively small sum of money may actually be an encouragement to certain types of nuisance candidates. In Detroit, Wayne County and, probably, in other highly industrialized areas the high rate of forfeiture is not a deterring factor.

The optional plan has been cautiously tested outstate, but acceptance is generally limited to those counties with relatively large industrial developments. Seventy-seven per cent of all deposits in the 1951 and 1952 primaries were made in Wayne County, including the Detroit municipal primaries. Of a total of 101 outstate deposits, 64 were made in five counties.[3] Yet in these five counties the frequency of use was approximately 50 per cent of that under the optional plan in Wayne County. In the general primaries of 1952, 65 per cent of all candidates for county and legislative offices in Wayne County made deposits. In the same primaries, in the two outstate counties of highest frequency of use, Genesee and Macomb, only 38 per cent of the candidates chose to make money deposits.

There are currently demonstrable differences in attitudes between the urban and rural areas of the state. With its moderate filing fees and the accompanying high risk of forfeitures, the Detroit mandatory deposit plan had little vociferous opposition. The readoption of a mandatory plan for Wayne County would evoke only mild criticism. But the mandatory plan is wholly unacceptable in the outstate areas where money enjoys a value premium over time, and "petition-pushing" is still regarded as a productive campaigning device.

[3]Montcalm County, designated above as atypical, is not included in this tabulation.

News in Review

City, State and Nation . . . . . *Edited by H. M. Olmsted*

U. S. Employees Down as States, Cities Increase

But 1953 Public Payrolls Show Increase Over 1952

CIVILIAN public employees of the federal, state and local governments totaled nearly 7,012,000 in January 1954, as against 7,066,000 one year before, according to data on public employment recently issued by the Bureau of the Census. There was a decline of 208,000 in federal employees, largely offset by an increase of 153,000 for state and local.

Federal civilian employees in January were 2,360,000, or 34 per cent of all public employees; a year ago this was 36 per cent. State employees constituted 1,133,000, or 16 per cent. Local government employees as a whole increased 4.0 per cent in number during the year, and state and local together increased 3.4 per cent.

In January 1954, some 678,000 state and local employees, included in the total of 4,651,000, were part-time employees who, according to the Census Bureau, could be considered equivalent to 142,000 full-time employees, making a total of 4,115,000 for full-time or equivalent state and local employees; the corresponding number in January 1953 was 4,023,000.

An analysis of public employment by functions was not given for January 1954; but the Census Bureau publication, *State Distribution of Public Employment in 1953,* issued April 19, 1954, gives such an analysis for October 1953, when total public employees were 7,047,000. Percentagewise the analysis is as follows:

		Civilian Employees		
Functions	*Total*	*Federal*	*State*	*Local*
All functions	100.0%	100.0%	100.0%	100.0%
National defense	16.7	49.2		
Postal service	7.1	21.0		
Education	27.8	0.5	30.2	45.5
Highways	6.6	0.2	16.5	7.9
Public welfare	1.7	1.2	3.5	1.5
Health and hospitals	8.9	6.9	19.6	6.8
Police	3.7	0.6	1.9	6.4
Local fire protection	2.5			5.0
Natural resources	4.0	7.0	7.9	0.7
All other	20.9	13.5	20.4	26.1

ment employees, numbering 3,519,000, were divided as follows: cities, 1,360,000; counties, 547,000; school districts, 1,318,000; other, 294,000. State and local together comprised 4,651,000.

State employees showed an increase of 1.8 per cent over January 1953; city employees 4.8 per cent; county employees 5.8 per cent; and other local employees a decline of 0.3 per cent. Local government

On the basis of estimated population of 158,375,000 for the 48 states at July 1, 1953, and excluding from total civilian employees of 7,047,000 some 154,000 federal employees working outside the United States, federal employees represented 1.41 per cent of the population, state and local employees 2.94 per cent, and all public employees 4.35 per cent.

Public payrolls for the calendar year

1953 are reported as $23,300,000,000, or about $900,000,000 more than in 1952. The federal portion of this (restricted to civilian personnel, as with other data given) was $9,800,000,000 in 1953 and $10,000,000,000 in 1952. State and local payrolls were $13,500,000,000 in 1953 and $12,400,000,000 in 1952.

In the last decade the number of federal civilian employees increased from 3,182,000 in January 1944 to 3,450,000 in January 1945 (both 1944 and 1945 being war years), dropped to 1,976,000 in January 1950 and increased to 2,360,000 in January 1954. The ten-year decrease was 26 per cent. In the same period, the corresponding monthly payroll increased from $693,000,000 to $763,000,000, or 10 per cent.

During the same decade the number of state and local employees rose from 3,097,000 to 4,651,000, or 50 per cent, while the payroll tripled from $403,000,000 in January 1944, to $1,227,000,000 in January 1954.

Michigan Civil Service Commission Supported

A proposed amendment to the Michigan constitution, intended to deprive the State Civil Service Commission of its power to fix state salaries and to increase the number of positions outside the merit system, has been defeated in the State Senate, according to the National Civil Service League. The league states that Michigan has the only Civil Service Commission with sole constitutional authority to fix salaries. The commission had announced plans for increases totaling six million dollars a year to the state's 23,500 competitive employees. The Senate vote was fifteen to ten.

Wisconsin Reduces School Districts 29 Per Cent

A sharp drop in the number of school districts in Wisconsin is shown in figures for the 1952-53 year, recently presented by the State Department of Public Instruction. The number is given as 4,908; compared with 6,936 in 1943-44, this is a decline of 2,028 or 29 per cent in the nine years. Thirty years ago, in 1922-23, there were 7,739 districts. One-teacher schools also declined, from 6,475 in 1922-23 to 5,063 in 1943-44 and 3,242 in 1952-53—the nine-year drop being 1,821 or 36 per cent.

Colorado to Vote on Legislative Districts

A proposed constitutional amendment on the subject of apportioning the state into districts for election of state legislators will be acted upon by the voters of Colorado at the November 1954 general election. At the same election the 65 members of the House of Representatives and 17 of the 35 members of the Senate will be chosen on the basis of an apportionment statute passed by the legislature in 1953.

The proposed amendment will fix the number of senators at 35 and the number of representatives at 65. These are the present numbers, which represent the upper limit now allowed by the constitution.

As to the Senate, the amendment will also establish and define 25 districts in the constitution, whereas the legislature now determines the makeup of districts. The new proposal would establish the same districts as provided by the 1953 statute, except for shifting one minor county from one district to another. The largest district in population is the city and county of Denver (1950 population, 415,786), with eight senators; its average population per senator is 51,973, which is exceeded by only two other districts—the eighth, Jefferson County, with 55,687, and the 22nd, Arapahoe and Elbert Counties, with 56,602. These two districts adjoin Denver.

In contrast, the proposed sixth district, comprised of five counties mostly in the central mountain region, would have only 16,684 people (at present it has

19,438, including Teller County, which is proposed to be shifted to the ninth district, which would thus have 22,693 instead of 19,939 as at present). The average population of the entire state, per senator, is 37,860. Eight districts, for sixteen senators, exceed this average, while seventeen districts, for nineteen senators, are below it and are thus over-represented, on a population basis.

The present constitutional provisions do not specifically call for representation in proportion to population, as to either the Senate or the House, although this may be implied from a requirement that the apportionment for senators and representatives shall be revised by the legislature after each enumeration (census) "on the basis of such enumeration according to ratios fixed by law"—no county, however, to be divided. It also provides for a state census midway between federal censuses. The proposed amendment, while freezing senatorial districts with little regard to population, provides that the legislature shall divide the state into districts for representatives so as "to give representation, so far as practicable, in equal proportion to population"; apportionments to be after the 1960 federal census and every ten years thereafter. The first election under the plan would be in 1962.

This requirement would call for very substantial changes in the House districts. The 1953 apportionment, ostensibly based on the 1950 census, shows wide variations, from 27,844 per representative in Jefferson County (just west of Denver) to 9,362 in the district composed of Cheyenne and Lincoln Counties (on the eastern plains). The average for the state is 20,386; for 38 of the representatives the figures are higher and for 27 lower. The average for seventeen representatives from Denver is 24,458; for two from Arapahoe County (east of Denver), 26,063; for three from El Paso County (containing Colorado Springs) 24,841; and for Las Animas County (containing Trinidad), 25,902. On the other hand there are seven districts with less than 12,000, four of which are under 11,000.

The proposed amendment contains a provision that, if the legislature fails to reapportion, it is made the duty of a committee appointed by the chief justice of the Supreme Court to make a reapportionment within three months after the legislative session.

Governor Lausche Favors Shorter Ohio Ballot

Frank J. Lausche, running again for governor of Ohio in the Democratic primaries, has told the League of Women Voters that he favors the short ballot in Ohio—which has the longest ballot in the world. He adds, however, "I don't contemplate making it the issue in the campaign."

"In my opinion," the governor comments, "our state government could be reorganized in the direction of efficiency and economy by making the several presently elective offices, except the auditor of state and the lieutenant governor, of the state government appointive.

"The Council of State Governments and the Governors' Conference have gone on record urging that the various states give consideration to the reorganization of their government by making all offices dealing with executive matters appointive rather than elective.

"While the present elective attorney general has cooperated fully with my office, it is, nevertheless, illogical to have the chief executive and his other departmental heads subject to the possible whims of an attorney general over whom the governor has no direction or control. The secretary of state and the treasurer of state perform executive duties prescribed by the statutes. Under the law they have very minor discretionary powers, if any.

"In my opinion the lieutenant gover-

nor's office ought to continue to be elective because the lieutenant governor becomes the successor to the governor in the event of a vacancy. The people ought to make that choice.

"The auditor of state's office ought to continue to be elective because it is his duty to audit the books of the executive department. He ought to be free from any control or domination of the chief executive."

Governor Lausche declined to take a stand on how the new State Board of Education, authorized by constitutional amendment in November 1953, should be set up, there being a State School Survey Commission at work on that question, except to oppose the idea of having it appointed by the legislature as in New York.

R. S. C.

Council-manager Plan Developments

Voters of TRACY, CALIFORNIA, (1950 population 8,410) on April 13 adopted the council-manager form of government by a vote of 1,097 to 763.

The city council of OREM, UTAH (1950 population 8,351) adopted the manager plan by ordinance in January and appointed a city manager.

The WATERVILLE, MAINE, *Sentinel* of April 16 noted two changes in that city's governmental organization which point in the direction of the manager plan. One was the taking of preliminary steps toward the establishment of a public works department headed by a trained engineer; the other was making the city treasurer–tax collector a full-time city employee. The editor said, "These moves show a business-like procedure in city hall, which is one of the arguments in favor of a city manager."

The MASSACHUSETTS Senate, by a 17-16 vote on April 14, rejected a bill to allow city councils, by two-thirds vote, to increase city budgets for pay increases or other items; the present law allows no additions to the budget after submission by the mayor or city manager.

DANVERS, MASSACHUSETTS, at a special election on May 3, participated in by 45 per cent of the voters, decided 2,414 to 895 to retain the town manager plan, which was adopted in 1950.

HAZELHURST, GEORGIA, on March 1 began operating under a commission form of charter that contains an optional provision for a city manager. This provision has not been taken advantage of thus far.

The legality of the election of April 21, 1953, at which MARYVILLE, MISSOURI, voted 852 to 693 to adopt the council-manager plan, has been upheld by the State Court of Appeals in affirming a similar decision of District Judge J. D. Green. The mayor and council had refused to canvass and certify the result of the election on the ground that Maryville, as a fourth-class city, could not adopt the manager plan. The court pointed out that state law authorizes the adoption of the manager plan either by a third-class city or by one with a population entitling it to become third class, and pointed out that Maryville had sufficient population, although it had not taken steps to enter the third class.

A petition calling for an election on the question of adopting the manager plan has been circulated in ORANGE, TEXAS, and is reported to have received sufficient signatures.

Voters of MINOT, NORTH DAKOTA, on April 5 rejected a proposal to change from the council-manager plan to the commission plan. The manager plan was adopted in 1933.

At the request of the city council of KENNEWICK, WASHINGTON, which adopted a resolution on April 6 calling upon the mayor to set a date for a special election on the matter, the city will vote November 9 on the question of adopting the council-manager plan.

Election of a board of fifteen freeholders to draft a new charter for WALLA WALLA, WASHINGTON, has been set for

June 1 by the city commission, following the advisory popular vote on March 9 favoring the council-manager plan two to one.

In MONROVIA, CALIFORNIA, at the municipal election on April 13, three candidates favoring the abandonment of the manager plan were defeated.

A proposed city charter to provide the council-manager plan for ROSEVILLE, CALIFORNIA, defeated at the polls on December 1, has been resubmitted to the city council with only a few changes of importance. At the conclusion of public hearings, the draft will be submitted to a charter expert for his legal opinion.

On April 13 voters of BURLINGAME, CALIFORNIA, rejected a proposal to establish the position of city administrator. The vote was 3,178 to 2,979.

Voters of FORTUNA, CALIFORNIA, defeated a council-manager proposal on April 13 by a vote of 370 to 93. On the same day MONTEBELLO, in the same state, also defeated a manager proposal, 2,189 to 1,751.

In the early spring, several state or regional meetings of city managers and students of city management were held. As reported by the International City Managers' Association these included:

Rocky Mountain area, April 1-3, at the University of Colorado, in Boulder; seventeen managers from Colorado, six from Utah, two from Nebraska and one from Wyoming;

Florida, March 28-31, at the University of Florida, in Gainesville, with 39 managers present;

Georgia, South Carolina and Alabama, April 1-2, at the University of Georgia, in Athens, with 25 managers present;

Missouri, in Springfield, with twelve managers present;

Ohio, April 8-9, at Ohio State University, in Columbus, with nineteen managers present;

Oklahoma, April 22-23, in Ponca City, with 25 managers present;

Texas, April 25-27, in Austin, with 83 managers present.

Boston Charter Placed in Danger

The Massachusetts House of Representatives in April passed a bill authorizing a referendum vote in Boston in November on the question of replacing its present Plan A strong-mayor charter by a new document. The present council of nine members elected at large would be superseded by one of eleven members, each elected from a "borough" consisting of two city wards. The proposed charter would also abolish the preliminary or primary election for mayor, council and school committee, which is followed by a run-off election to insure majority selection. Furthermore, it would take away the present right of the people of Boston to initiate an election on the question of adopting council-manager plans D or E. If approved by the Senate and the governor it will, however, impose upon the people a disruptive referendum without any convincing evidence of a widespread demand for one.

John Brigante, executive secretary of the New Boston Committee, a citizen organization which supported the present charter at the time of its adoption, has pointed out "the complete lack of any popular demonstration of interest in a charter change." The committee has received no communications in favor of the change and no supporting letters have appeared in local newspapers.

Charter Commissions for New Jersey Municipalities

Belleville and West Orange, New Jersey, voted May 11 to elect charter commissions to examine the organization and operation of the municipality and to recommend changes as called for, with a view to a possible referendum in November. Charter commissions are also to be voted on in November in the city

of Passaic, Ewing Township and Livingston Township.

Organized activity is reported in a number of other municipalities, including Bloomfield, Clark Township, East Paterson, Hillside Township, North Brunswick, Perth Amboy, South Hackensack, Union City and Union Township.

New Washington Mayors and Councilmen Attend School

In the state of Washington newly elected mayors and councilmen taking office in June had the opportunity to acquaint themselves with the duties and responsibilities of their positions at a one-day school sponsored by the Association of Washington Cities—an annual service provided by the association. The school was planned in two sections, one for eastern Washington on May 4, in Moses Lake, and one for the western portion in Seattle on May 6.

Municipal finance was a dominant topic, including sources of revenue, capital outlay, borrowing and use of bonds, long-range budgeting, central purchasing and cumulative reserve funds. Planning and its role in the physical development of the city was another outstanding element in the program.

Award Made for Southern Mayor of Year

Mayor de Lesseps S. Morrison of New Orleans, Louisiana, has been designated the south's outstanding metropolitan mayor for 1953-54 by the "Southern Mayors of the Year" selection committee of the Tennessee Municipal League. The award was bestowed on May 14 at the annual banquet of the league's 1954 convention in Nashville. The selection committee was composed of the mayors of Tennessee's four largest cities.

Mayor Morrison, who recently was elected to his third four-year term as mayor of New Orleans, reached two of his major goals this year. One was the obtaining for New Orleans of a new charter giving the city home rule. The city also completed its new union station, the first municipally-owned railroad passenger terminal in the nation and also the first to be completely air-conditioned.

New Orleans also has a new traffic system, including elimination of the more than 144 main-line railroad grade crossings which formerly blocked city streets and provided one of the south's major traffic headaches. The committee further emphasized the city's progress in modern budgeting, centralized purchasing, improved personnel practices and development of one of the nation's most comprehensive municipal recreation programs.

Direct Election Fostered for N.Y.C. District Leaders

The New York legislature has adopted a new law clearing the way for direct election of district leaders in all party primaries in New York City. Hitherto, in Tammany Hall, the popular name given to the executive committee of the Democratic party in Manhattan, the law had permitted the party to make its own rules. These rules set up an elaborate buffer system between the party voters and assembly district leaders, who constitute the principal characters of the political party machinery.

The buffers consisted of a great array of as many as a thousand so called county committeemen, several of them elected in each voting precinct, who supposedly met in conventions to select the district leader. The leader in his turn appointed the precinct captains who collected the party committeemen to vote for the same leader next time.

This mutual admiration society was difficult for any insurgent candidate for leader to break and, in the occasional contests, half the campaign money would be spent in pointing out to the voters which of the unlabeled groups of county committeemen on the paper ballot would support the insurgent candidate if they

were elected and sent to the next convention of the district.

The new law permits direct election of district leaders, and party voters will be enabled to know exactly what they are doing if they attend the party primary in a leadership contest.

Several other amendments to the law remove booby traps in the procedures for handling independent nomination petitions. The board of elections is composed of two Republicans and two Democrats chosen from the party managements and they have joined hands in making life hard for insurgent petitioners in either party. They rely on the throwing out of nominating petitions by cancelling signatures for trivial reasons which were supported by law, such as use or non-use of the middle initial, failure to register for the coming election, etc. Such technical quibbling made the board of elections a graveyard for nominating petitions. Even Mayor Impellitteri and an important candidate for Brooklyn borough president were thrown out of the contest in 1953 in spite of having produced petitions with signatures far exceeding the minimum required number. A number of these booby traps are now removed.

The original situation was described in the NATIONAL MUNICIPAL REVIEW of July 1950 by Justin N. Feldman, "How Tammany Holds Power," and the recent changes constitute major improvements in the situation there described.

R. S. C.

Alabama Cities Extend Powers Past Boundaries

The jurisdiction of Alabama cities in certain matters has been extended one and one-half miles beyond the city limits in the case of small cities and three miles in the case of larger ones, according to *Tennessee Town and City* (Tennessee Municipal League). This so-called "police jurisdiction" includes the power to build streets, assess adjacent property for street costs, enforce building standards and exercise control over subdividers.

The Tennessee Supreme Court has declared invalid an extension of "all governmental powers and police powers" in a two-mile zone around a city but has recognized that "a limited police power" may be granted to a city outside its corporate limits (*Malone* v. *Williams,* 118 Tennessee 390, 420).

Arizona Municipal League Makes Self-survey

At its spring conference May 7-8 at Flagstaff, the Arizona Municipal League adopted the report of a special committee which recommended that steps be taken to effect drastic changes in the league's administrative organization and program. The special committee which framed the report was appointed as a result of the spirited criticism of various delegates to the conference, who charged that the league was not sufficiently effective with respect either to legislation of concern to municipalities or to the administrative problems of Arizona cities.

In accordance with one section of the report, a committee was appointed to "effect the reorganization of the Arizona Municipal League both with respect to the activities of the league and with respect to administration." The committee was instructed to submit its recommendations within 60 days to a special meeting. The report asked the committee on reorganization to consider the following suggestions for possible inclusion among its recommendations:

1. That a highly qualified director, secretary and adequate office facilities be secured;
2. That the program, including legislative, of the league be presented to all elected officials, city attorneys, city clerks and city managers for their study and consideration prior to the annual fall conference;
3. That consideration be given to

(Continued on page 302)

County and Township . . . *Edited by Edward W. Weidner*

Wisconsin County Board Suggests Defense Plan

Says State Is Smallest Unit Capable of Handling Problem

RESPECT for the H-bomb has evoked considerable interest in legal and administrative problems in Wisconsin government. Calling a constitutional convention to solve some of the local and interlocal problems was recently proposed by an assistant city attorney of Milwaukee. Interest in intercounty relationships in the handling of evacuees has been expressed by the State Office of Civil Defense, which is making preliminary plans for a joint conference of administrators and county district attorneys to outline the types of legal problems that need legislative action.

A more specific plan has already been outlined by the Rock County Board of Supervisors. At its April meeting the board recommended that a network of industrial-residential districts be created by the state. A resolution sent to the governor and to the national government states in part:

> Maximum dispersion of our nation's industry and people appears to offer the most practical method of survival. . . . Comprehensive long-range planning, combined with appropriate enabling legislation is required to effectuate this type of dispersion. . . . The smallest political unit in our nation capable of effectuating such a program of dispersion is the state.

"We thought the county could handle the A-bomb but when the H-bomb came along we decided the state ought to take over!" is the explanation offered by one Rock County official for asking the state to create this special layer of districts above the county.

The board of supervisors proposed the following membership for a state dispersion committee: a director of regional planning (to be created), the "chief planner" of every municipality having a planning commission, a representative of the university's School of Commerce, a representative of the Wisconsin Manufacturers Association, two members at large appointed by the governor, and a representative from the state legislature, who must be a "lawyer by profession and who is not only thoroughly familiar with the current tax laws of the state, including those of all its political subdivisions, but those of the federal government and the state and their mutual relationships."

LLOYD W. WOODRUFF
University of Wisconsin

Information on Urban Counties Made Available

Beginning with its 1954 edition, the *Municipal Year Book,* published by the International City Managers' Association, will contain information on urban counties on a regular systematic basis. Information on metropolitan counties will include: population, land area, dwelling units built between 1940 and 1950, number of employees, amount of payroll, type of governing body and services performed by the county in unincorporated areas. In addition there will be considerable data on county government functions and activities such as planning and zoning and county-owned and operated utilities.

A preliminary analysis of the data reveals that a large proportion of the metropolitan counties are responding as urban governments to the needs of suburban residents. Thus 36 counties report they provide a measure of fire protection, at least 26 provide street lighting, 24 engage in garbage collection and disposal service, 17 in public housing and 72 in library service.

Professor Victor Jones, writing in the May issue of *Public Management,* notes that the urban counties are still organized poorly if they are to continue to assume municipal functions. He points out the need for a managerial form of government before these urban units can function successfully, including a representative and responsible county legislative body, creation of a county executive and the organization of county work in units responsible through the executive to the county legislative body. Of the 174 counties surveyed 18 had a central executive.

Maryland Counties Make Zoning Changes

The planning commission of Baltimore County has approved a revised and modernized set of regulations for its zoning code. Before it is legally effective it must be approved by the Board of County Commissioners also. The principal recommendation is for the establishment of thirteen use-zones in the county.

The planning and zoning commission of Anne Arundel County, Maryland, has approved a set of rules for strict control of signs and billboards on the county's highways. They would restrict billboards to commercial or heavy industrial districts, limit the number of signs, restrict the size of billboards and make it illegal to place billboards on dual-lane highways.

California County Seeks Better Planning

The agencies of Contra Costa County, California, are cooperating with construction companies in an effort to get better planning. Steps taken include: the development of a slope chart, land use chart and a traffic flow map. The general objective is to have over-all coordination of heavy construction work by public agencies and to work out the best possible arrangement for the governmental agencies concerned and for the construction companies in the contracts that are made.

Iowa County Government Reorganization Suggested

There is a growing sentiment throughout Iowa for the creation by the 1955 General Assembly of a commission to make a thorough study of county and township government and to recommend such measures as may be expected to increase efficiency, according to *The Iowa Taxpayer,* published by the Iowa Taxpayers Association. The periodical says this issue will be of crucial importance since the county is the one local unit of government that stands between the citizen and the centralized control exercised by state and national governments.

Los Angeles County Intern Program 20 Years Old

One of the oldest and best conceived intern programs in public administration in the United States is that operated by Los Angeles County. An analysis of this program is contained in the January issue of *Trojan in Government,* publication of the School of Public Administration of the University of Southern California.

The program was inaugurated in 1933 by Harry A. Scoville, a well known management expert who worked for the county for many years. Seventy-five interns have served during the twenty-year period; nineteen graduated from the University of California at Los Angeles, thirteen from the University of Southern California, and eleven each from the University of California and Stanford University.

The former interns have gone on to hold top positions in local, state and national government. One of the graduates is the city manager of San Diego; 28 graduates hold top administrative or management positions while sixteen are in research and administrative analysis.

Kansas Interested in County Manager Plan

Interest in the manager plan for county government is developing in Kansas, according to the Leavenworth *Times*. The paper comments editorially that Kansas "offers several systems of government to the city dweller, but no alternative for the counties." It then asks the question whether consideration ought not be given to alternative forms for county government as in several other states that have already started to experiment.

The present county government in Kansas is rather typical of that in many states in which most county officials are elected and hence are independent of each other. As a result, county government has become complicated and lacks coordination.

CITY, STATE AND NATION

(Continued from page 299)

having the director visit each member city at least once every year;

4. That each member city in cooperation with the league inaugurate a program of public education with respect to municipal problems and accomplishments;

5. That a schedule be prepared designating regular meetings for the executive committee;

6. That the program protecting municipalities against adverse legislation be strengthened;

7. That all candidates for legislative offices be questioned by each city as to their stand on municipal problems prior to their nomination.

Meetings of the Arizona Municipal Administrators Association, Arizona Association of City Clerks, Arizona City Attorneys Association and Arizona Police Chiefs Association were held in conjunction with the spring conference of the league.

PAUL KELSO

University of Arizona

Pennsylvania Local Groups Form General Organization

Six organizations of local officials in Pennsylvania have organized a local government conference to consolidate their efforts, particularly in the direction of bolstering home rule. An organizational meeting was held in Harrisburg on February 17, attended by representatives of the State Association of Boroughs, League of Cities of the Third Class, County Commissioners Association, Township Commissioners Association, Association of Township Supervisors and State School Directors Association. According to *The American City* the group elected officers under the chairmanship of John H. Doherty, president of the State Association of County Commissioners, appointed a by-laws committee to complete the organization of the conference, and arranged for a further meeting.

Correction

The article, "Reduce the Voting Age to 18?", the REVIEW, January 1954, pages 11-15, was in error in stating that "Missouri's legislature passed a constitutional amendment last year authorizing reduction of the voting age to 18, which will be submitted to a referendum in November 1954." The proposed amendment passed only one house and therefore cannot be submitted to the voters. EDITOR

Taxation and Finance . . . . . *Edited by Wade S. Smith*

Local Sales Taxes Boosted in Los Angeles

New York City Asks Its Extension to Services

PRESSURE for additional revenues caused municipalities to give renewed attention to local sales taxes during the forepart of the year. Los Angeles raised the rate of its existing tax, while New York City's new administration sought legislation from the city council to extend the existing sales and use tax to services. In Illinois, however, at least seven cities which had not had sales taxes voted down proposals to impose them.

Los Angeles raised its sales tax rate from the present one-half of one per cent to a full one per cent. The increase will be for a two-year period through June 30, 1956, with the increased collections to be used in part for capital improvements. The two-year period for the one per cent rate is intended to permit observation of the effects of the increase on trade relative to surrounding communities, where the rate is one-half of one per cent. Neighboring Glendale, however, is reported to have announced that it would increase its sales tax to one per cent if Los Angeles did so.

In New York, where the sales and use tax is at a rate of 3 per cent and the city is deep in the annual struggle to balance the budget, Mayor Robert A. Wagner has announced that extension of the tax to commercial services is "inevitable." The extension would provide an estimated $60,000,000 of additional revenue. Opposition by business interests to the proposal is intense, and there has been revived talk of moving the stock exchanges out of the city.

In Illinois, four cities submitted proposals for a one-half of one per cent city sales tax to their voters and all four proposals were defeated. The cities were Cairo, Mount Vernon, Peoria and Springfield. The voting was generally light. The Mount Vernon proposal lost 2,042 for to 2,195 against, but elsewhere the vote against the proposals ran from two to one to better than four to one. Earlier, referenda had been held and similar proposals defeated in Danville, East St. Louis and Kewanee. Proposals were submitted under a state law authorizing municipal sales taxes if approved by the local voters.

Industrial Aid Programs Stir More Controversy

Use of public funds to subsidize manufacturing industry at the local level continues a highly controversial subject at both the national and state levels.

Target of criticism from several southern states, and of concern throughout the country, was a proposal by the House Ways and Means Committee to curb use of local revenue bonds for construction of plants for lease to manufacturers.

The committee had originally proposed, it will be recalled, that interest on revenue bonds issued for such purposes be made subject to federal income taxes. Later, it substituted a proposal that the amounts paid as rent on such plants by their manufacturer-tenants should not be allowable deductions as operating expenses in determining net income for income tax purposes.

Affected at present would be tenants in a relatively few plants erected by cities in three states—Alabama, Kentucky and Tennessee. Noting that the effect of the proposal to disallow the rent deductions would be to destroy local programs, the Tennessee Municipal League said in an official statement on the plan:

"If the federal government thus de-

clares one type of public function 'unsound,' and effectively prohibits its continuance, then a similar policy can be enforced in the case of other public functions of states. There are strong and vocal groups who vigorously insist at national, state and local levels that government should not undertake, through public ownership, the provision of electricity, gas or water and many other services.

"Heretofore, the decisions on such issues have been left to the . . . states or delegated by states to local subdivisions and their citizenship. . . . But if the . . . proposal is enacted . . . pressure groups will appear at the doors of Congress insisting that punitive and prohibitive legislation be enacted to prevent a state or local government from entering upon some new public enterprise, or to force some minority of states and communities to withdraw from what is to them a desirable and essential field of public service."

It is to be noted that in addition to Alabama, Kentucky and Tennessee, five other states permit their local units to issue bonds to construct plants for lease to manufacturers. They are Illinois, Louisiana, Mississippi, Nebraska and Pennsylvania. These use general obligation bonds, however, backed by the full faith and credit of the municipality, rather than revenue bonds backed only by the rentals paid by the manufacturer-tenant.

Texas Legislature Tackles Financial Problems

On March 15, Governor Allan Shivers presented to a special session of the Texas legislature a program which included, on the expenditure side, a suggestion that the state raise $25,000,000 to pay larger salaries to teachers and state employees. The governor also recommended an $11,000,000 building program which included improvements costing $3,500,000 each for the Southwestern Medical School of the University of Texas and the prison system, $2,500,000 for the State School for the Deaf, and $1,187,500 for the University of Texas Dental School.

The big item of the spending program was a $402-per-year increase for public school teachers. The proposed increase represented a compromise worked out by a 24-member committee appointed by the governor and the Texas State Teachers' Association after the 1953 legislature had disapproved a $600 increase demanded by the teachers.

The building program was to be financed from a surplus in the general revenue fund. To finance teacher and state employee salary increases, it was the governor's recommendation that increased taxes be levied on natural gas, beer and corporations. It had been hoped that the legislature could meet for a spending session without having to face the problem of taxes. The hope was that the proposed expenditures could be financed by a gas-gathering tax levied by the 1951 legislature but which had been in litigation since that time. However, the U. S. Supreme Court, on February 8, 1954, in a unanimous decision, invalidated the gas-gathering tax as unconstitutional.[1] The court declared that the tax was not levied on the capture or production of the gas but rather on its taking into commerce after production, gathering and process. Thus it was held to be contrary to the constitutional provision against state interference with interstate commerce.

When the special session closed on April 13, it had enacted the governor's recommendations in their entirety. The compromise proposal on teachers' pay was accepted by the legislature with minor opposition and resulted in an increase in base pay of from $2,403 to $2,804 per year. As a result of this increase, it is estimated that teachers' salaries will aver-

[1] *Michigan-Wisconsin Pipe Line Company* v. *Calvert,* et al., 347 U.S. 157.

age $3,600 per year starting September 1, when the raise is effective. State employees were given a blanket $120-per-year increase in pay to supplement a $180 increase voted by the regular session in 1953. The building program was approved.

The tax bill as finally passed increased the rate on natural gas production from 5.72 per cent to 9 per cent of market value at the wellhead. The rate will be reduced to 8 per cent in 1955 and to 7 per cent a year later. This tax is expected to yield $14,000,000 annually. The beer tax was raised from $1.37 to $2.00 per barrel to provide an additional $3,000,000 per year and the franchise tax on corporations was raised from $1.25 to $2.00 per $1,000 to yield an estimated $8,600,000 in additional revenue.

With these major pieces of legislation out of the way, other topics were submitted by the governor within the last week of the session, but few passed because of the shortage of time.

STUART A. MACCORKLE, *Director*
Institute of Public Affairs
University of Texas

Pennsylvania Act 481 Yields $38,000,000 to Local Units

Pennsylvania's famous omnibus local tax law, Act 481, passed in 1947 to enlarge the authority of local units to impose a variety of special taxes and charges, yielded $38,196,687 to 2,305 local units in the last fiscal periods for which data are compiled, according to the Pennsylvania Department of Internal Affairs. Of the total, $18,265,447 represented receipts in fiscal 1952 of cities, boroughs and townships, and $19,931,240 represented receipts in fiscal 1952-53 of school districts. The city-borough-township total was $1,564,969, or 9.4 per cent higher than in the preceding fiscal period, while the school total was up $3,000,225, or 17.7 per cent.

The 2,305 units using the act compared with 5,049 eligible to use it under the law. The largest cities levying taxes under the act were Pittsburgh and Scranton. In addition, 45 of the 47 third-class cities were using it, 446 of the 942 boroughs, 36 of the 70 first-class townships, 301 of the 1,500 second class townships and 1,475 of the 2,488 school districts. In all, there were 2,988 separate taxes being levied under the act: 93 by cities, 650 by boroughs, 57 by first-class townships, 356 by second-class townships and 1,832 by school districts.

The per capita tax was levied more often than any other tax available under the act. It was levied by 1,129 school districts and 479 other units. Some 380 units used the amusement tax in some form, 345 used the income tax and 272 used the deed transfer tax. In terms of productivity, however, the income tax was the leader, with the per capita tax second; the dollar figures were $13,210,963 and $10,073,578 respectively, while mercantile and business privilege taxes yielded $5,285,704.

Yield of the amusement tax was $4,215,011, of the deed transfer tax $4,108,913, and of all other taxes $1,302,518. More than half ($797,805) of the "all other" collections was Pittsburgh's collection of the personal property tax, whose use was restricted to that city only by a 1949 amendment to the act.

Act 481 was enacted to supplement the established general property tax and usual system of licenses, fees and miscellaneous charges available to Pennsylvania local units. Additional use is constantly being made of the act. According to the Department of Internal Affairs, a number of units adopted income taxes in 1954, including a wage tax imposed by the city of Pittsburgh, and about 30 taxes of this type have been imposed in Allegheny County alone during February-March, 1954.

Chairman Appointed for Federal Tax Study Group

The U.S. Commission on Intergovernmental Relations got its replacement chairman on April 22, when Meyer Kestnbaum, president of Hart, Schaffner and Marx, Chicago clothing manufacturers, was sworn in at the White House. Mr. Kestnbaum, at the time of his appointment, was also chairman of the Committee for Economic Development and is a director of the Community Fund of Chicago.

The commission had been without a chairman since mid-February, when Professor Clarence Manion resigned. The new chairman met with the commission on April 26 and expressed confidence that "we can turn out a report that will reflect credit on the commission and its members." It was reported that the "impact studies" now under way in a number of states would begin to reach the commission between the middle of May and the first of July.

Uniformity Clauses Reviewed by Assessing Officers Agency

A current review of the provisions of state constitutions to determine the present prevalence of the so-called uniformity clauses has been completed by the National Association of Assessing Officers. The association found that, in the last ten years, only one state had changed its constitutional provisions on uniformity of taxation. This was Missouri, which in 1945 provided for different tax treatment for real estate, tangible personal property and intangibles. Its legislature was also authorized to make additional subclassifications of tangible and intangible personal property.

The constitutions of half the states now allow the legislature to make any reasonable classification of property for tax purposes. Those states are Rhode Island, Connecticut, Vermont, New York, Pennsylvania, New Jersey, Virginia, North Carolina, Kentucky, Alabama, Louisiana, Oklahoma, New Mexico, Arizona, Colorado, Michigan, Iowa, Minnesota, North Dakota, South Dakota, Montana, Idaho, Oregon and Delaware.

Eleven state constitutions require that each taxing district impose its taxes in uniform proportion to the value of all taxable property within its jurisdiction. Thus, intangible property, like money, bonds, accounts payable and mortgages, must be taxed at the same rate as tangible property like livestock, real estate or land. The states having this restriction, which is known as a "uniformity clause," are New Hampshire, Massachusetts, Tennessee, Arkansas, Indiana, Illinois, Wisconsin, Texas, Wyoming, Nevada and Mississippi.

The constitutions of seven states stipulate that all tangible property must be uniformly taxed but explicitly allows special tax rates for intangible property. Those states are Utah, Nebraska, Kansas, Maine, South Carolina, Georgia and Florida.

Constitutions of four states require uniformity only with respect to real estate. They are California, Washington, Missouri and Ohio. Maryland requires uniformity only in regard to land.

West Virginia's constitution divides taxable property into four classes and sets a low, over-all tax rate limitation for each class.

In dividing the states into six groups, the association noted that for simplicity's sake the authority of the legislatures of several states to provide special methods of taxation for natural resources, public utilities or motor vehicles was not considered. The association also pointed out that selection of the proper category for some states—such as Alabama, Massachusetts, New Hampshire and New Jersey—was based largely on state court interpretations of the constitution.

most importance that Ferguson's first council-manager government under the charter should be given every possible chance to succeed. We think we can best insure this by actively working for the election of a council which favors the charter and the council-manager government. Because the election of councilmen will come up annually, we thought it wise to set up a permanent organization."

Home Rule for Chicago

A series of discussions on home rule for Chicago is being conducted by the Local Government Committee and the Committee on Constitutional Revision of the Chicago City Club. At the first meeting, on April 13, Fred K. Hoehler, executive director of the Citizens of Greater Chicago, talked of the present plight of Chicago, most of which is due to its lack of municipal powers. One of the matters discussed concerns the manner and extent of cooperation possible with other agencies working to the same general ends, including the Home Rule Commission set up last year by ordinance of the city council. It is expected that bills to provide home rule will be drafted for presentation to the 1955 legislature.

Citizen Committees

A nine-man Citizens' Study Committee will survey the financial needs of all the tax-supported agencies in New Orleans, according to the *Louisiana Municipal Review.* The panel has been selected by the temporary chairman of a large citizens' standby committee set up originally to survey the financial needs of the city's public school system. Panel members are free to decide on the specific phases of their study.

The Chicago Citizens Committee to Fight Slums has submitted its *Housing Action Report of 1954* to Mayor Martin H. Kennelly. The report presents a four-point program to fight slums: (1) An effective and diversified program to prevent further slums from developing; (2) certain departmental reorganizations accompanied by determined enforcement of adequate housing, building and zoning laws; (3) acceleration of the program of slum clearance and residential redevelopment, to eliminate the blight which surrounds the central city; and (4) a sharp increase in the supply of standard housing available to families at all economic levels.

With the LWV

The Intelligent Voter, published by the League of Women Voters of Nebraska, reports that the league will approve and work for adoption of an amendment to the Nebraska state constitution improving the method of selecting judges and will continue working for improved election laws. A two-year study of "the basic tax policies of the state, exploring the possibilities of broadening the tax base" has also been decided upon.

"Does the Oregon Constitution Need Revision?" was the topic of discussion at an April 20 meeting of the League of Women Voters of Corvallis, Oregon.

The League of Women Voters of Atlanta, Georgia, continues its investigation of citizens' boards and the part they play in the government of Atlanta and Fulton County. The League's March issue of *Facts* is devoted to a "1954 Political Directory" for both the city and the county.

Members of the Wausau (Wisconsin) League of Women Voters undertook the task of addressing over 10,000 postcards to Wausau voters, reporting changes in wards, precincts and polling places—doing the job in five days and evenings.

LWV Publications

The League of Women Voters of the U. S. (Washington, D. C.) has issued numerous publications on the national and international fronts, among them: *Mr. Congressman . . . His Moneybags and Watchdogs,* twelve pages, fifteen cents;

The Citizen and International Trade, 32 pages, fifteen cents; *World Trade Affects You,* twelve pages, 100 for $2.75; *What's the U.N. to Us?,* sixteen pages, ten cents. Discounts are available on quantity orders.

Local leagues continue to publish descriptions of their governments for the use of the citizen: *Know Your County—A Survey of Northampton County,* 76 pages, 50 cents, comes from the League of Women Voters of Easton, Pennsylvania; *Darien Our Town,* 76 pages, (no price listed) has been compiled and published by the League of Women Voters of Darien, Connecticut; *The League Looks at Lafayette,* 28 pages, 25 cents, is by the Lafayette, Louisiana, League; *Know Your City Government,* 43 pages, 50 cents, comes from the league of Lynn, Massachusetts.

From the New York State League comes *What About the Primary—A Brief for League Members,* ten pages, five cents. The New York City League has issued *How Our City Laws Are Made,* eight pages, ten cents, and the 1954 edition of *They Represent You—in Washington, Albany, New York,* sixteen pages, fifteen cents, wherein are listed federal, state and local officials.

Conference on Citizenship

The United States Department of Justice and the National Education Association have announced the Ninth National Conference on Citizenship, to be held in Washington, D. C., September 15-17. The theme is "The Three Branches of the Federal Government—Yesterday, Today and Tomorrow." The conference brings together representatives of hundreds of organizations from all parts of the country. Sunday, September 17, designated Citizenship Day by act of Congress, will be celebrated by the conference "to commemorate the formation and signing of the constitution in 1787 and to honor those citizens becoming of voting age and those recently naturalized." An elaborate ceremony is being planned.

Annual Institute

The tenth annual Institute of Community Leadership of the New York State Citizens' Council will meet at Hobart College, Geneva, New York, June 17-20. Theme of the conference will be "Training for More Effective Community Action and Development." It is planned "for people—lay and professional—who want to work more effectively for their community in their council, committee, board, industry, club, association, union—as member and as leader" and will consider such questions as: "How can communities train more people for community action and development?" with material drawn from experience in various communities; "What can be done through university-community cooperation? through adult education?"; "How can community education be tied to the live, important issues of today?"

Working groups are planned in cooperation with the Advisory Committee of the council's university-community cooperation project, the Bureau of Adult Education of the State Education Department, the Foreign Policy Association, New York State Citizen's Committee for the Public Schools and other organizations.

Voters Guides

Spring elections find civic organizations busily issuing voters' directories for the guidance of members and other interested citizens. The *Voters' Directory* compiled by the Civic Club of Allegheny County (Pennsylvania), for the May 18 primary, covers Pittsburgh, Clairton, Duquesne and McKeesport as well as boroughs and townships in the county. The Citizens League of Cleveland made its *Report on Candidates* for the May 4 primary. The league's candidates' committee, composed of 88 members, in-

terviewed some 250 candidates prior to issuance of the report.

A nonpartisan *Voters' Guide* was prepared and issued by several units of the Church Federation of Greater Chicago: the Department of Citizenship Education and Action, The Citizenship Committee of the Council of Church Women of Greater Chicago and the Citizenship Committee of Greater Chicago Churchmen.

The League of Women Voters of Ohio has published a four-page newspaper spread describing candidates for state office; in the same state, the Dayton and Shaker Heights leagues offered information on candidates running for Congress in those communities. In Portland, Oregon, the league discussed both issues and candidates in a sixteen-page pamphlet of newspaper format.

The League of Women Voters of Hoboken, New Jersey, questioned congressional candidates on various matters of national and international interest and made replies available to members.

Teaching Citizenship

C. A. Crosser, executive secretary of the Municipal League of Seattle and King County, in an address before the Social Science Teachers' Conference at the University of Washington, set forth three paramount goals of a course in local government:

"(1) *Do you know your city?* This involves implanting knowledge in pupils about the structures and services of local governing bodies including the city, school, county, port and others.

"(2) *How good is your city?* This involves implanting knowledge in pupils of some basic yardstick for measuring whether or not local public services are good, average or inferior.

"(3) *Do you appreciate your city?* This involves arousing in the pupil an appreciation of the 'blood, sweat and tears' which went into the evolution of local public services, rights and privileges we now enjoy, from their history."

Mimeographed copies of Mr. Crosser's remarks (seven pages) are available from the Seattle Municipal League, 316 Marion Building, Seattle 4.

Recent Publications

The Chamber of Commerce of the United States (Washington, D. C.) has issued an attractive leaflet, *Community Citizenship Policies—Background for Action.*

Is "Non-group" Prepaid Health Service Adequate comprises a report of the Public Health Section of the Commonwealth Club of California (San Francisco).

The Institute of International Education (New York) has published its *34th Annual Report* (69 pages). Its objectives are "to increase understanding between the United States and other nations through the exchange of promising college students and of advanced specialists in many fields" and "through these educational exchanges to help develop leadership to deal with the basic problems of the world's peoples."

Strictly Personal

The Citizens' Association of Kansas City, Missouri, has appointed Carl B. Short, Jr., as its new executive secretary. Mr. Short succeeds Mrs. Charles G. Wilder, who is moving to Oak Ridge, Tennessee. Mr. Short, just released from the Navy, has been commanding officer of the Naval Reserve Training Center at Topeka, Kansas.

The Connecticut Merit System Association has elected Dr. Paul W. Stoddard, principal of the Housatonic Regional High School, as its president for 1954. Dr. Stoddard succeeds William E. C. Bulkeley, who has been president since 1949.

Local Groups Study Metropolitan Seattle

City, County Are Asked to Set Up Official Advisory Council

SEATTLE is bursting at the seams—and is trying to do something about it. The signs of strain appear in snarled traffic and mushrooming suburbs, in insatiable demands for public services and in tightening municipal budgets. Every day in some new fashion we are reminded that the young city of twenty years ago has, almost overnight, become a metropolitan giant.

Area and Population.—Seattle's population now exceeds half a million. The city's metropolitan area contains nearly 750,000 persons and is likely to pass the million mark before 1970. Rapid growth is no stranger to a city that remembers gold rush days and timber booms, but the recent war and postwar expansion has had an explosive new twist. Today's growing pains spring not only from a great population increase but from a revolution in urban living. We demand a view from our picture windows and consider the family car an absolute necessity. This urban revolution has spread our enlarged population over an area of nearly 150 square miles including some two dozen cities, towns and unincorporated communities and about 180 junior districts, i.e. fire, water, sewage, etc.

Terrain and Setting.—Because of its unusual terrain and setting, Seattle has many problems which do not exist to the same degree in most other major cities.

Shaped like an hourglass, the city is flanked on the west by Puget Sound and on the east by 21-mile-long Lake Washington. The narrow neck of this hourglass city is in the business section. The city rises in a series of short but steep hills from the sound and the lake and, like Rome, has seven prominent hills. There are but six major arterials giving access to the city. Three are on the north, two on the south, while the famous floating bridge is the only entry on the east.

Because of its shape, hills and lack of major access roads, Seattle has perplexing sewer and drainage problems. The transit system has many headaches because of the hills and the fact that all bus routes in the central city have to be channeled down a few streets. Traffic control, planning, water supply and other services are also affected by these hills and the shape of the city.

Seattle's Future.—Although various public officials and civic leaders have from time to time pointed to this or that serious unresolved problem in metropolitan Seattle, it remained for James Ellis, one of the city's rising young attorneys, to set forth clearly, in an address before several committees of the Municipal League of Seattle and King County, a detailed list of these problems and their possible solutions. The board of trustees established a committee of league members to investigate the problems and frame possible solutions.

The Committee.—Because of the complex nature of the proposed study, this hand-picked committee was made up of members from league committees on city planning, county planning, governmental research, city budget and county budget. Key members of a subcommittee which had been studying annexation were also included.

Basic Principles.—These are the basic principles which the committee is using as a guide in its study:

1. The urban revolution has created a greatly enlarged metropolitan area which is one city economically and socially. Proper development and planning require

that this area be unified governmentally.

2. The principle of local responsibility and self-determination should be recognized wherever possible within a framework of sound over-all development.

3. Certain functions demand area-wide administration while other functions may be county-wide and others may be local. A functional reorganization should assign work to the unit of government best able to perform it. Such a functional reorganization is the key to more efficient local government.

4. Changes in existing internal governmental structures and shifts of functions should be advocated only if required to eliminate wasteful duplication or to provide more efficient operation. If changes are kept at a minimum, the probability of ultimate adoption of the plan will be greatly enhanced.

Plan of Operation

Work Begins.—The committee's first task was to acquaint itself completely with city functions and services as they exist now. Therefore, three subcommittees were formed: one to study sewer, water and drainage, a second to study traffic and transportation and the third to study police and fire protection and miscellaneous subjects as they might arise.

The Experts.—To obtain a comprehensive and practical knowledge of metropolitan problems, experts in the various fields were invited to meet with the subcommittees to present the situation as it exists now and also to voice their views on possible remedies. These included the chief of police, the assistant fire chief, a fire insurance rating bureau official, the superintendent and assistant superintendent of the city water supply, the county engineer, the executive secretary of the Washington State Taxpayers Association, a representative of the city engineer's office who is an authority on sewage and water pollution and a representative of the State Highway Commission.

All these meetings were informal. The subcommittees consisted of six to eight people and the topics were dealt with on a question-and-answer basis after the guest speaker had outlined his views.

Concurrently, subcommittee members also briefed themselves on what other cities had done and were doing to solve their metropolitan problems. This was accomplished by assembling material on such topics as the Toronto plan,[1] the Cincinnati study,[2] etc., which was passed around to members.

Once the subcommittees had concluded their respective studies, the full committee then held sessions at which speakers outlined various forms of metropolitan government. To date this committee has heard from speakers describing the Toronto plan, county-city consolidation, the Atlanta plan, the Baton Rouge plan and a talk by the executive secretary of the State Association of County Commissioners, who presented his views on possible solutions to metropolitan problems through the use of existing county government.

The committee is now attempting to reach conclusions. There are seven possibilities which they will consider. These are:

1. *A continuation of the present system* with the city of Seattle encompassing part of the metropolitan area and with a suburban fringe governed by a number of small cities and special districts (status quo).

2. *Direct annexation* of substantially all the metropolitan area by the city of Seattle.

3. *Performance of metropolitan functions and services by the city of Seattle*

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[1]See "Metropolitan Area Merges," by Eric Hardy, the REVIEW, July 1953, page 326.

[2]See *The Cincinnati Area Must Solve Its Metropolitan Problems*, by Doris D. Reed and Thomas H. Reed. A Report to the Stephen H. Wilder Foundation. Cincinnati, 1953.

throughout the metropolitan area with only limited direct annexation.

4. *Creation of a series of metropolitan special districts* to handle certain serious problems (water, sewer, etc.) common to the metropolitan area.

5. *Creation of a single metropolitan government* charged with the duty of handling common problems within the area while leaving local functions to the individual cities and towns.

6. *Consolidation of the city and county governments* within the metropolitan area and the performance of all governmental functions within that area by the consolidated government.

7. *Performance of a limited number of functions* by combined city-county agencies while leaving the balance of functions to be performed by existing governmental units.

When the Municipal League decided to make a study of the Seattle metropolitan area and its problems it was as though it had suddenly turned on a faucet. Instead of water this faucet is gushing forth a torrent of ideas and enthusiasm.

Formation of a metropolitan advisory council to study Seattle's fringe area problems and suggest possible remedies has been recommended to Mayor Allan Pomeroy, the city council and the board of commissioners of King County by the Municipal League's board of trustees. The trustees suggest that the advisory council consist of fourteen persons, seven from the city and seven from the county. Mayor Pomeroy has already agreed to the suggestion.

DON BECKER, *Publicity Director*
Municipal League of Seattle
and King County

Parking as a Business Factor

The results of the first phase of the research project on *Parking as a Factor in Business,* directed by the Highway Research Board, have been made available in published form.[1] This is the first fundamental research effort addressed to the relationship between the adequacy of parking and the use of the automobile upon retail trade and real estate values. The detailed studies were made at the Universities of Michigan, California and Washington and Ohio State University. The second phase will include studies of shopper and merchant attitudes in two additional cities and analysis of business trends in areas which have added parking accommodations.

Michigan Summer Forum

To bridge the gap between theory and practice in politics, the Ninth Annual Summer Forum in State and Local Government in Michigan will be offered for graduate and undergraduate credit by the Departments of Secondary Education and Political Science at Michigan State College, July 6-23, 1954.

Sponsoring or cooperating groups include the Department of Public Instruction, the Michigan Institute of Local Government, the Michigan Municipal League, as well as Michigan's leading colleges and universities.

Over one hundred of Michigan's political and academic leaders will meet in panel sessions to discuss current governmental affairs. Topics to be aired include:

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[1] *Parking as a Factor in Business: Preface, Foreword* (A Review of Major Findings), *Table of Contents;* Part 1. *Attitudes Toward Parking and Related Conditions in Columbus,* by C. T. Jonassen; Part 2: *Economic Relationships of Parking to Business in Seattle Metropolitan Area,* by Louis C. Wagner; Part 3: *Relationship Between Downtown Automobile-Parking Conditions and Retail-Business Decentralization,* by William J. Watkins; Part 4: *Central City Property Values in San Francisco and Oakland,* by Paul F. Wendt; Part 5: *Trends in Economic Activity and Transportation in San Francisco Bay Area,* by David A. Revzan. *Summary.* Washington, D. C., National Research Council, Highway Research Board, 1953. xxv, 321 pp. $6.00.

Are states' rights threatened by the developments of the last two decades?

What is being done to solve the "fringe" area problems?

Do we need to broaden the base of participation and financing of our political parties?

How adequately is Michigan meeting the needs of education at the primary, secondary and higher education levels?

What is the role being played by the President's and Governor's Commissions on Intergovernmental Relations?

As a special feature of the forum this summer, state, national and local officials of the two national parties and interest groups will discuss party organization, nominations, elections and lobbying in the afternoon sessions.

Programs listing discussion topics and participants are available.

Recreation Research

The National Recreation Association has established a national clearing house on research in recreation, at the urgent request of its National Advisory Committee on Recreation Research, composed of 48 recreation and park executives and educators. The chief function of the clearing house is to serve as a center where information concerning research is assembled, classified, appraised, tabulated and made available. Only items relating to the field of recreation (including parks) will be recorded, primarily those of interest and value to persons concerned with community recreation. The association's address is 315 Fourth Avenue, New York 10, N. Y.

Strictly Personal

The American Social Hygiene Association awarded a life honorary membership to Edward G. Conroy, executive vice-president of the San Antonio Research and Planning Council, "in recognition of his indispensable leadership for better government and a more wholesome environment for San Antonio."

Annual Reports

22ND ANNUAL REPORT. CITIZENS BUDGET COMMISSION. For the Year Ending December 31, 1953. New York 17, The Commission, 1954. 36 pp.

Research Pamphlets and Articles

Accounting

A MANUAL OF ACCOUNTING AND FINANCIAL PROCEDURES IN IOWA TOWNS AND CITIES. By Warren E. Marley. Iowa City, State University of Iowa, Institute of Public Affairs, in cooperation with the League of Iowa Municipalities, 1954. 96 pp. $2.00.

Annexation

MUNICIPAL ANNEXATION IN FLORIDA. By William C. Havard. Gainesville, University of Florida, Public Administration Clearing Service, 1954. 20 pp.

Budget

ANALYSIS OF THE 1954 HARRIS COUNTY BUDGET. A SURVEY REPORT. By John G. Brendel. Houston, Tax Research Association of Houston and Harris County, Inc., March 1954. 26 pp.

Daylight Saving Time

DAYLIGHT SAVING TIME IN THE U.S. Madison 2, Wisconsin Legislative Reference Library, October 1953. 7 pp.

Education

SCHOOL SPENDING AND SCHOOL GROWTH. Use of New State Funds Further Studied. By E. Maxwell Benton. Los Angeles 14, California Taxpayers' Association, *The Tax Digest*, February, 1954. 14 pp.

A UNITED EFFORT ON A COMMON PROBLEM. The School Boards of Glenolden and Norwood Jointly Analyze Their Future School Building Needs. Philadelphia 7, Pennsylvania Economy League, Inc., 1954. 78 pp.

U. S. PUBLIC SCHOOLS: HOW WELL DO THEY TEACH OUR CHILDREN? New York 36, Newsweek Club and Educa-

tional Bureaus, *Platform,* January 1954. 23 pp. 25 cents.

Election Handbook

GUIDEBOOK FOR COUNTY AND PRECINCT ELECTION OFFICIALS for Use in the 1954 Primary and General Elections. By Henry W. Lewis. Chapel Hill, University of North Carolina, Institute of Government, 1954. 96 pp. $1.00.

Hospitals

ADMINISTRATIVE SURVEY OF THE WAYNE COUNTY GENERAL HOSPITAL AND INFIRMARY—ELOISE, MICHIGAN. Detroit 26, Citizens Research Council of Michigan, March 1954. 217 pp.

Incentives to Industry

MUNICIPAL INITIATIVE IMPERATIVE IN INDUSTRIAL PROMOTION. By J. T. Benoit. Nashville, Tennessee Municipal League, *Tennessee Town & City,* February 1954. 3 pp.

Local Legislation

REPORT ON A SURVEY OF THE PROBLEM OF CURTAILING EXCESSIVE LOCAL LEGISLATION. Montgomery, Alabama, Legislative Reference Service, December 1953. 11 pp.

Metropolitan Areas

A CASE FOR SATELLITE TOWNS. A presentation made by the Community Planning Association of Canada to the Fifteenth Annual Conference of the Canadian Federation of Mayors and Municipalities at Calgary, July 3, 1952. Ottawa, Community Planning Association of Canada, 1953. 24 pp. 25 cents.

Migration

PEOPLE COME—AND PEOPLE GO. 23-Year Migration Pattern for California. By Hugh H. Brown. Los Angeles 14, California Taxpayers' Association, *The Tax Digest,* March 1954. 7 pp.

Municipal Government

THE GOVERNMENT OF UNIVERSITY CITY: A PROGRESS REPORT. St. Louis 1, Governmental Research Institute, *Dollars and Sense in Government,* March 17, 1954. 4 pp.

Municipal Insurance

INSURANCE PROGRAMS IN MICHIGAN MUNICIPALITIES. Ann Arbor, Michigan Municipal League, 1954. 79 pp. $3.50.

Population

POPULATION PATTERNS IN THE MARYLAND-WASHINGTON REGIONAL DISTRICT. Silver Spring (Maryland), The Maryland-National Capital Park and Planning Commission, 1954. 13 pp.

Primary

THE DIRECT PRIMARY AND PARTY STRUCTURE: A Study of State Legislative Nominations. By V. O. Key, Jr. Washington, D. C., American Political Science Association, *American Political Science Review,* March 1954. 26 pp.

Public Administration

PUBLIC ADMINISTRATION IN INDIA. Report of a Survey. By Paul H. Appleby. New Delhi, India, Manager of Publications, Delhi, 1953. 66 pp. As.-/8/- or 9d.

REFLECTIONS OF A LAW PROFESSOR ON INSTRUCTION AND RESEARCH IN PUBLIC ADMINISTRATION: AN EXCHANGE. By Joseph P. Harris. (Discussion by Joseph P. Harris of Kenneth Culp Davis' article which appeared on pages 728-52 of September 1953 issue, followed by Kenneth Culp Davis' reply.) Washington, D. C., American Political Science Association, *American Political Science Review,* March 1954. 12 pp.

Public Health

HEALTH AND HOME RULE. Philadelphia 4, University of Pennsylvania, Associated Institutes of Government of Pennsylvania Universities, *Horizons for Modern Pennsylvania Local Government,* April 1954. 2 pp.

ILLINOIS PUBLIC HEALTH ORGANIZATION. Springfield, Illinois Legislative Council, 1954. 45 pp.

Public Welfare

FEDERAL PARTICIPATION IN UTAH'S PUBLIC ASSISTANCE PROGRAMS. Salt Lake City 1, Utah Foundation, *Research Report,* March 1954. 4 pp.

PUBLIC WELFARE PROGRAMS IN NORTH

CAROLINA. A Guidebook for County Commissioners. By John Alexander McMahon. Chapel Hill, University of North Carolina, Institute of Government, 1954. 122 pp. $1.50.

REPORTS ON WELFARE: SIZE AND SCOPE OF THE PROGRAM. BASIC WELFARE POLICY CHANGES ARE NEEDED. RELATIVE RESPONSIBILITY—LIEN, RECOVERY NEEDED. Baton Rouge, Public Affairs Research Council of Louisiana, Inc., *PAR,* January 15, March 5, and March 12, 1954. 16 pp. each.

Retirement

SUMMARY OF A COMPREHENSIVE RETIREMENT PROGRAM FOR THE EMPLOYEES OF THE CITY OF PHILADELPHIA. Philadelphia 7, Bureau of Municipal Research, 1954. 6 pp.

Salaries

1954 MICHIGAN MUNICIPAL WAGES AND SALARIES. Salary and Wage Data, Michigan Cities and Villages over 4,000 Population. Hours of Work, Overtime Pay Practices, Holiday Pay Practices, and Uniform Allowance Policy. Ann Arbor, Michigan Municipal League, April 1954. 121 pp. $3.50.

State Aid

WHAT IS STATE AID? Detroit 26, Citizens Research Council of Michigan, *Council Comments,* March 17, 1954. 2 pp.

Streets and Highways

WHAT OF GOVERNMENT'S ROLE IN HIGHWAY AID PROGRAMS? New Demands for Greater Federal Assistance Raise Many Questions Today. New York 20, The Tax Foundation, Inc., *Tax Review,* March 1954. 4 pp.

Surveys

THE CITY GETS A CHECK-UP. A Summary of the Reports of the Mayor's Committee on Management Survey and the Temporary State Commission to Study the Organizational Structure of the City of New York. With a Note on Progress. New York 38, Citizens Union Research Foundation, Inc., 1954. 15 pp.

Taxation and Finance

CALIFORNIA PROPERTY TAX BASE. I—TOTAL VALUATION. II—SECURED AND UNSECURED. III—KINDS OF EXEMPTIONS. By Richard Winter. Los Angeles 14, California Taxpayers' Association, *The Tax Digest,* February 1954. 7 pp.

FEDERAL LIMITATIONS ON THE TERRITORIAL TAXING POWER. By Henry T. Awans. Honolulu, University of Hawaii, Legislative Reference Bureau, December 1953. 28 pp.

FINANCING A NEW MUNICIPAL SERVICES BUILDING. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* March 22, 1954. 4 pp.

FISCAL PROBLEMS OF URBAN GROWTH IN CALIFORNIA. Part Seven. Report of the Senate Interim Committee on State and Local Taxation. San Francisco, The Committee, June 1953. xvii, 253 pp.

$180,000,000 BUDGETED FOR 1954 BY 82 MILWAUKEE LOCAL TAXING BODIES COMPARES WITH $136,000,000 BUDGETED FOR 1951 BY 89 MILWAUKEE LOCAL TAXING BODIES. (Third in annual series on tax rates, assessments and budgets.) Milwaukee 2, Citizens' Governmental Research Bureau, Inc., *Bulletin,* April 23, 1954. 3 pp.

STATE AND LOCAL GOVERNMENT SPENDING: HOW FAST WILL IT RISE? Evidence Indicates Outlays Will Continue to Mount. By Roger A. Freeman. New York 20, Tax Foundation, Inc., *Tax Review,* February 1954. 4 pp.

TAX EXEMPTIONS AND LIABILITIES OF MUNICIPALITIES. A compilation showing federal taxes from which municipalities are exempt and for which they are liable with particular emphasis on excise taxes. By Randy H. Hamilton. Chicago 37, American Municipal Association, 1954. 8 pp. 50 cents.

Urban Redevelopment

SLUM CLEARANCE AND URBAN REDEVELOPMENT. By Gerald Gimre. Nashville, Tennessee Municipal League, *Tennessee Town & City,* March 1954. 2 pp.

Books in Review

LOCAL GOVERNMENT STRUCTURE IN THE UNITED STATES. By Bureau of the Census, Governments Division. Washington, D. C., Superintendent of Documents, U. S. Government Printing Office, 1954. 91 pp. 50 Cents.

LOCAL GOVERNMENT IN METROPOLITAN AREAS. Washington, D. C., U. S. Department of Commerce, Bureau of the Census, Governments Division, 1954. 24 pp. 25 Cents.

With the publication of two new special studies in its state and local government series, the Governments Division of the Bureau of the Census has made another valuable contribution to the basic information available on local governments. These studies are companion pieces to the statistical report, *Governments in the United States in 1952.*

The earlier report provided a tabulation of all local governments broken down by states and county areas. *Local Government Structure* "describes the definitions, criteria and standards applied by the Census Bureau in classifying governmental units and provides for each state, the District of Columbia, Alaska, Hawaii and Puerto Rico a summary description of each kind of local governmental unit for which there is legal authorization."

Local Government in Metropolitan Areas provides a tabulation of the major types of governmental units in each of the 168 standard metropolitan areas with a breakdown of each by the component county areas. In addition it includes a listing of the local governments and governmental agencies serving cities of 250,000 or more. This section of the report brings up to date the listing for the larger cities which appeared in *Governmental Units Overlying City Areas* (1947).

The publication of the descriptions of the types of governmental units state by state in *Local Government Structure* goes a long way to clarifying certain misimpressions which may be gained by the bare tabulations of the 1952 study. Although the introduction to that study indicated generally the variation in the status of units of the same name in different states, an explanation of specific variations requires the more complete treatment provided by the new study.

The almost impossible task of distinguishing between the several meanings of the word "township" as used in different states has been faced but not quite accomplished. In the next tabulation of units of government consideration should be given to the inclusion of some townships in the "municipality" category. For example, it is impossible to make a distinction in anything but the name between townships and units classed as "municipalities" in New Jersey.

Particularly useful features of the report on structure are the sections dealing with special districts and subordinate agencies and areas which make up some two-thirds of the total text. The legal status of the principal categories of special districts in all the states is defined. Many special districts are named individually and briefly described. Listing under each state of subordinate agencies and areas which are not classified for census purposes as separate governments emphasizes the increasing fragmentation of local government. It is hoped that the ready availability of this information will stimulate a thorough-going review of the problem of functional fragmentation and its effects upon responsible government.

WILLIAM N. CASSELLA, JR.

THE AMERICAN ELECTORAL COLLEGE. By Roger Lea MacBride. Caldwell (Idaho), The Caxton Printers, Ltd., 1953. 89 pp. 75 cents.

This is a compact review of this subject for laymen and students and a comparison

of the disadvantages and hazards of various alternative reforms. The author favors election of presidential electors by congressional districts with two statewide electors chosen in the same way as senators plus due attention by Congress to the dangers of gerrymandering in congressional districts.

THE SELECTMEN-MANAGER FORM OF ADMINISTRATION FOR GREENWICH. Greenwich (Connecticut), The League of Women Voters, Greenwich Chamber of Commerce, Greenwich Taxpayers Association, 1954. 45 pp. (Free to campaign committees from the National Municipal League.)

This pamphlet is a temporary campaign document widely distributed in Greenwich to arouse local citizen support for the creation of a city manager position under the board of selectmen. Its significance here is in the skill of this unique presentation in hooking and holding reader attention with only a few big-letter phrases on each page. The National Municipal League cornered 50 copies to dole out for the inspiration of campaign committees elsewhere.

R. S. C.

BUREAUCRACY AND DEMOCRATIC GOVERNMENT. Edited by James C. Charlesworth. Philadelphia, The American Academy of Political and Social Science, *The Annals*, March 1954. 157 pp. $2.00.

To all those who are concerned with controlling government and its size, this issue of *The Annals* will prove most interesting. The sixteen articles are addressed to such questions as these: how bureaucracies develop and function, their size and cost, how to make them responsible, recruitment and training of bureaucrats, and how the legislature can retain control of the bureaucracy.

Emphasis is placed on the American scene. However, generalizations on bureaucracy wherever found, as substantiated by both European and American experience, are made by Arnold Brecht. Taylor Cole devotes an article to recent European developments of interest to students of American bureaucracy.

Members of the National Municipal League will be particularly interested in "Citizen Organization for Control of Government" by Richard S. Childs. Authors of other articles are: Harry Flood Byrd, Peter H. Odegard, James L. McCamy, Wallace S. Sayre, O. Glenn Stahl, Marshall E. Dimock, Charles E. Gilbert and Max M. Kampelman, James Hart, Herbert A. Simon, Edgar Lane, Edwin O. Stene, William S. Carpenter and Paul H. Appleby.

JOHN P. KEITH

PUBLIC SCHOOL FINANCING IN NEW JERSEY. Seventh Report of The Commission on State Tax Policy. Trenton, the Commission, 1954. xii, 189 pp.

At the direction of the 1953 New Jersey legislature, the Commission on State Tax Policy reported the results of its extensive survey, *Public School Financing*, to the legislature in March of this year.

The tasks facing the commission were: to distribute equitably an amount of state funds among 550 school districts, many of which were facing financial hardship; to determine the scope of additional state funds necessary; to recommend a tax program for raising these funds.

The state distribution formula includes a foundation program of $200 per pupil in average resident enrollment, from which is deducted the local district share (50 cents per $100 on full value of real estate; 50 cents per $100 on assessed value of railroad property and tangible personal property; plus 25 per cent of non-property "shared" taxes). No school district, however, would receive less than the minimum program of $50 per pupil provided it expends $200 per pupil, or levies an amount equal to its share for the support of its schools.

Certain special aids outside the equalization formula would be eliminated, for example, aid for dependent children, manual training and adult education. Other features of the program are: a reduction of the local share of regional high schools for ten years; $50 per pupil payments to vocational schools; special class aid of $2,000 per class plus regular equalization aid.

Suggested sources of revenue are: an increase of corporation franchise tax from .8 of a mill to 1.6 mills on the first $100,000,000 of net worth yielding $9,000,000; an increase from three to four cents per gallon on gasoline yielding $14,000,000; an increase from 12 per cent to 15 per cent on pari-mutuel betting yielding $8,000,000. This total yield of $31,000,000 is more than adequate to implement the commission's program. If effected, this program will nearly double the amount of state financial assistance currently extended to public schools in New Jersey, bringing state aid to $58,333,000 as against a total expenditure for schools in 1952-53 of $265,406,939.

DONALD B. MOORE
Director of Research
State Federation of District Boards
of Education of New Jersey

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Adult Education

ADULT EDUCATION. THE COMMUNITY APPROACH. By Paul H. Sheats, Clarence D. Jayne and Ralph B. Spence. New York 19, The Dryden Press, 1953. xiii, 530 pp. $5.75.

RURAL SOCIAL SYSTEMS AND ADULT EDUCATION. A Committee Report, Charles P. Loomis, Chairman. (Resulting from a Study Sponsored by The Association of Land Grant Colleges and Universities and The Fund for Adult Education Established by the Ford Foundation.) East Lansing, Michigan State College Press, 1953. viii, 392 pp. $5.00.

Census Bureau

APPRAISAL OF CENSUS PROGRAMS. Report of the Intensive Review Committee to the Secretary of Commerce. Washington, D. C., Superintendent of Documents, U. S. Government Printing Office, 1954. 119 pp. 45 cents.

Child Welfare

CHILDREN IN COURT. By Helen W. Puner. New York 16, Public Affairs Committee, 1954. 28 pp. 25 cents.

The Community

THE QUEST FOR COMMUNITY. A Study in the Ethics of Order and Freedom. By Robert A. Nisbet. New York, Oxford University Press, 1953. x, 303 pp. $5.00.

Congress

THE LEGISLATIVE STRUGGLE. A Study in Social Combat. By Bertram M. Gross. New York, McGraw-Hill Book Company, 1953. xviii, 472 pp. $6.50.

Constitution

AMERICAN CONSTITUTIONAL CUSTOM. A Forgotten Factor in the Founding. By Burleigh Cushing Rodick. New York, Philosophical Library, 1953. xx, 244 pp. $4.75.

Crime

FINAL REPORT OF THE CALIFORNIA SPECIAL CRIME STUDY COMMISSION ON ORGANIZED CRIME. Sacramento, The Commission, 1953. 131 pp.

Education

LET'S EXAMINE OUR SCHOOL DISTRICTS. Lincoln (Nebraska), State Committee for the Reorganization of School Districts, 1953. 12 pp.

Election Methods

THE WARD SYSTEM OF ELECTION OF CITY COUNCILMEN. Minneapolis 14, Municipal Reference Bureau and League of Minnesota Municipalities, December 1953. 6 pp.

Fire Departments

MANUAL FOR VOLUNTEER FIRE DEPARTMENTS IN WISCONSIN. (Revised.) Madison 3, League of Wisconsin Municipalities, 1954. 42 pp. $1.00.

Grading

BLOCK AND LOT GRADING. Washington, D. C., Urban Land Institute, *Urban Land,* February 1954. 7 pp.

Group Dynamics

GROUP DYNAMICS. Research and Theory. Edited by Dorwin Cartwright and Alvin Zander. Evanston, Illinois, Row, Peterson and Company, 1953. xiii, 642 pp.

Land Use

LAND USE TODAY IN SACRAMENTO. A Tentative Generalized Land Use Plan—a Part of the Master Plan. Sacramento, City Planning Commission, 1953. 34 pp. Illus. 75 Cents.

Legal Aid

THE LEGAL AID SOCIETY, NEW YORK CITY, 1876-1951. By Harrison Tweed. New York, The Legal Aid Society, 1954. ix, 122 pp.

Planning

CITY PLANNING IN THE SOUTH: THE FINDINGS AND RECOMMENDATIONS OF THE SOUTHERN REGIONAL CONGRESS ON CITY PLANNING, August 17-19, 1953, Roanoke, Virginia. Atlanta (Georgia), Southern Regional Education Board, 1954. 152 pp.

COMPREHENSIVE PLAN FOR THE CORPUS CHRISTI AREA. By Harland Bartholomew and Associates. Corpus Christi (Texas), Chamber of Commerce, Area Development Committee, 1953. 90 pp. $4.00.

Police

NEW GOALS IN POLICE MANAGEMENT. Edited by Bruce Smith. Philadelphia, American Academy of Political and Social Science, *The Annals,* January 1954. vi, 158 pp. $2.00.

Political Parties

THE WEST VIRGINIA DELEGATION TO THE REPUBLICAN NATIONAL CONVENTION 1952. By Franklin L. Burdette. College Park, University of Maryland, Department of Government and Politics, 1953. 21 pp.

Population

ESTIMATES OF THE POPULATION OF THE UNITED STATES, BY AGE, COLOR AND SEX, 1950 to 1953. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1954. 12 pp.

Public Administration

PUBLIC POLICY. A Yearbook of the Graduate School of Public Administration, Harvard University. Part I. Subsidy Problems; Part II. Problems of the Bureaucracy; Part III. Studies in Comparative Government and Civil Rights; Part IV. Book Reviews. Edited by C. J. Friedrich and J. K. Galbraith. Cambridge, Massachusetts, Harvard University, Graduate School of Public Administration, 1953. xi, 292 pp.

Public Records

RECORDS RETENTION SCHEDULE FOR MUNICIPAL AND COUNTY OFFICES. Trenton 7, New Jersey Department of Education, Division of the State Library, Archives and History, 1953. 3 pp.

Public Works

THE ALASKA PUBLIC WORKS ACT. Anchorage, League of Alaskan Cities, 1954. 23 pp.

Purchasing

CENTRALIZED PURCHASING OF GAS, OIL AND TIRES IN IOWA CITY, IOWA. By Robert E. Myers. Iowa City, Office of City Manager, 1954. 10 pp.

Recession

DEFENSE AGAINST RECESSION: POLICY FOR GREATER ECONOMIC STABILITY. A Statement on National Policy by The Research and Policy Committee. New York 22, Committee for Economic Development, 1954. 53 pp.

Salaries

SALARIES OF STATE PUBLIC HEALTH WORKERS, August 1953. Washington, D. C., U. S. Department of Health, Education and Welfare, Public Health Service, Bureau of State Services, December 1953. 55 pp.

School Insurance

SCHOOL INSURANCE FACTS FOR SCHOOL BOARD MEMBERS. Part I: INSURING AGAINST MATERIAL DAMAGE; Part II: INSURING AGAINST LIABILITY. Trenton, State Federation of District Boards of Education of New Jersey (undated). 20 and 16 pp. respectively. 35 cents each.

Shopping Districts

CONSERVATION AND REHABILITATION OF MAJOR SHOPPING DISTRICTS. By Richard Lawrence Nelson and Frederick T. Aschman. Washington 6, D. C., Urban Land Institute, 1954. 44 pp. $5.00.

THE PERIMETER PLAN FOR REHABILITATION OF MAJOR SHOPPING CENTERS. Chicago, Plan Commission, 1953. 9 pp. Illus.

State Government

YOUR CALIFORNIA GOVERNMENTS IN ACTION. (A government textbook for use in California schools.) By Winston W. Crouch and John C. Bollens. Berkeley and Los Angeles, University of California Press, 1954. 296 pp. $2.75.

State-local Relations

ARE THE STATES DOMINATING THE CITIES? By James F. Murray, Jr., George N. Craig and David Lawrence. New York 36, The Town Hall, Inc., Town Meeting of the Air, February 16, 1954. 16 pp. 25 cents.

Toll Roads

TOLL HIGHWAYS ARE LEGISLATIVE ISSUE IN MANY STATES. By Editorial Staff. New Haven, Connecticut, Institute of Traffic Engineers, *Traffic Engineering,* July 1953. 4 pp. 40 cents.

TOLL ROAD BOOM. 10,000 Miles for $10,000,000,000. By Henry K. Evans. Washington, D. C., *Nation's Business,* March 1954. 6 pp. (For reprints apply Chamber of Commerce of the United States, Washington 6, D. C., $2.00 per hundred postpaid.)

YEAR-END ROUNDUP OF TOLL ROAD TRENDS. By Editorial Staff. New Haven, Connecticut, Institute of Traffic Engineers, *Traffic Engineering,* January 1954. 3 pp. 40 cents.

Traffic

FACING UP TO CLEVELAND'S TRAFFIC PROBLEMS. An Appraisal of Street and Traffic Functions, with Recommendations for Positive Steps to Improve Administration. Cleveland, Office of the Mayor, 1953. 42 pp. Illus.

Traffic Safety

WHAT EVERY DRIVER AND PEDESTRIAN MUST KNOW! A Digest of Traffic Code, City of Milwaukee. Milwaukee 2, Safety Commission, 1954. 48 pp.

PLANNING FOR CIVIL DEFENSE

(Continued from page 283)

to the national interest, location decisions may have to be made by others than management."

The *Times* article (April 25, 1954) noted: "Some trouble was foreseen on the resolutions, since they conflict in some cases with promotional plans by which Chambers of Commerce in cities within recognized target areas are endeavoring to attract new industries. The recent slump in economic activity has intensified the efforts of many Chambers to draw industries to their areas."

The tug of war between local and national interests is a normal feature of our federal system in both the public and private sectors. Yet, it would seem that a greater degree of self-restraint on the one hand and a greater degree of federal (or national) leadership on the other are essential if the vital interests of the defense of all are to be advanced in the age of the atom.

NSIDE THE OFFICE . . .

Charles Edison, chairman of the eague's Council, spent an afternoon in ne office recently discussing the eague's activities with Executive Di- ector Alfred Willoughby. . . . **Thomas . Graves,** liaison director of the feder- l Commission on Intergovernmental elations, visited the staff to confer on spects of the commission's work . . .

Charles Edison and Alfred Willoughby

"Citizens at Work," the NML weekly adio series at 1 p.m. Sundays over NBC, has brought in many favorable comments from listeners. The League has arranged to sell and rent recordings of the half-hour broadcasts for $7.50 and $3.50 respectively. Present line-up for upcoming programs are June 6 — Kansas City, Missouri; June 13 — Brookfield, Illinois; June 20 — New Orleans, and June 27 — Roanoke.

Authors **Karl Detzer,** League Council member, and **Frank Denman** visited the new NML offices. . . . **Robert M. Goodrich,** executive director of the Rhode Island Public Expenditure Council, talked over local problems with the staff. . . . **Donald B. Moore,** research director of the State Federation of District Boards of Education of New Jersey, called on John P. Keith and other staff members. . . . **Mrs. Siegel W. Judd,** League regional vice president, talked with Alfred Willoughby and John Bebout about Michigan affairs.

Mrs. Pearl F. Richardson, of the General Federation of Women's Clubs, talked with the staff about problems in connection with a projected national conference on the community. . . . **Dr. Ernest S. Bradford** and **Stanley Renton** of the Charter League of New Rochelle, New York, and **Bernard Margolis,** president of the New Rochelle Taxpayers Association, conferred with the staff on local problems. Two new publications have been issued by the NML — a 64-page report for 1953 with a directory of officers and a 6-page membership invitation folder.

Karl Detzer, John Bebout and Alfred Willoughby.

Assistant Director **John Bebout** recently attended the session on "Federal Government: Its Character, Prestige and Problems," held under the auspices of Columbia University's American Assembly at Arden House, Harriman, New York. . . . Senior Associate **John P. Keith** addressed a meeting of the Woodbridge, New Jersey, Township Civic Association and discussed with the group a school building program and general town planning questions.

NML Moves

League spring cleaning was circumvented this year by leaving the offices in the city hall area and moving to midtown Manhattan at Fifth Avenue and 45th Street. The operation was carried out over the weekend of May 1. No casualties were reported.

The move involved more than 20,000 library volumes, 40-odd filing cabinets of pamphlets and clippings, tons of publications and office equipment and seventeen weary NML staff members.

On the morning of May 3 the staff reported at the new 542 Fifth Avenue office amid the toxic gas of fresh paint, the harassing action of telephone men and hammering carpenters still at work on bookcases and shelving. In a short time hundreds of boxes were unpacked and the office was shipshape to receive several officers and Council members who dropped in after the spring Council meeting on May 7.

Gallup in New Post

George H. Gallup, League president, has been appointed to the Advisory Committee on Local Government for the federal Commission on Intergovernmental Relations.

Chairman of the committee is former governor of Louisiana, Sam H. Jones. Other members include Mayor Glenn S. Allen, Jr., Kalamazoo, Michigan; Mayor William E. Kemp of Kansas City, Missouri, president of the American Municipal Association; Tom Kleppe, former mayor of Bismarck, North Dakota; Mayor Henry Pirtle, Cleveland Heights, Ohio; Mayor Elmer E. Robinson of San Francisco, president of the United States Conference of Mayors; Mayor Hubert Schouten, Keokuk, Iowa; G. A. Treakle, president of the National Association of County Officials; and

Bruna Norsa, League research librarian one of the 160 boxes which were filled NML's book collection in the old office the move.

Richard J. White, Jr., county commissioner of Milwaukee County, Wisconsi

National Chamber Meeting Features NML Officers

Seven officers and Council membe of the League took an active part in th 42nd annual meeting of the Chamb of Commerce of the United States, Apr 26-28, in Washington, D. C.

Hon. Barry M. Goldwater, region vice president and U. S. Senator fro Arizona, addressed the labor relatio luncheon on "State and Communi Developments."

Six of the participants were Coun members. H. Bruce Palmer spoke the annual dinner meeting of form national officers of the U. S. Juni Chamber of Commerce. Rob Roy Ma leod spoke on "Business Meets t Challenge" in a panel discussion intergovernmental relations. Thomas Reid addressed a Jaycee reuni meeting. Mark S. Matthews and Bartlett Brooks were delegates from t Greenwich, Connecticut, and Dayto Ohio, chambers, respectively. K Detzer was on hand to obtain mater for a *Reader's Digest* article.

W. M. Shepherd of Little Ro Arkansas, member of the League's nance Committee, was also present was Allen H. Seed, Jr., League assist director.